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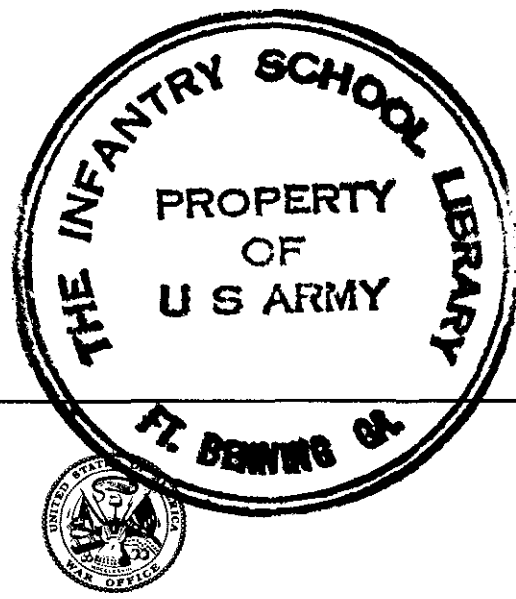
DEPARTMENT OF THE ARMY FIELD MANUAL

CIVIL AFFAIRS OPERATIONS



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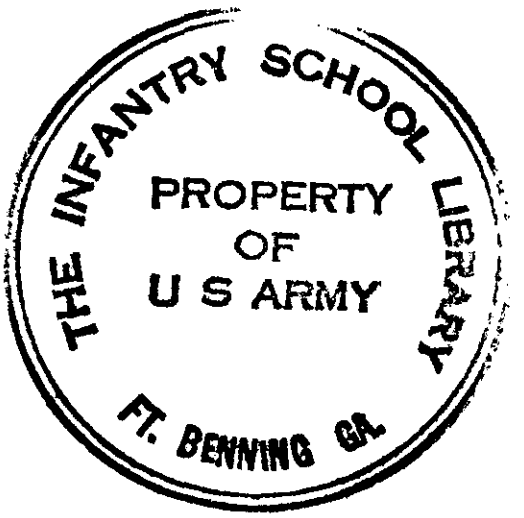
HEADQUARTERS, DEPARTMENT OF THE ARMY
AUGUST 1967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FIELD MANUAL
No. 41–10

HEADQUARTERS
DEPARTMENT OF THE ARMY
WASHINGTON, D.C., *3 August 1967*

CIVIL AFFAIRS OPERATIONS

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CHAPTER 1

BASIC CONSIDERATIONS

Section I. INTRODUCTION

1. Purpose and Scope

a. This manual is for use by all elements of the Army in conduct of civil affairs operations. It is for use in conjunction with FM 41–5 and contains doctrine and procedure to be employed by commanders, staff sections, units, and other elements of the Army in furthering U.S. national policies in political, economic, and sociological activities; in fulfilling international obligations; and in providing maximum support for tactical and logistical operations by the planning, conduct, and supervision of civil affairs operations and activities. Except as otherwise noted, the material contained herein is equally applicable to nuclear or nonnuclear, general, limited, or cold war, as well as to operations of the Army conducted during peacetime.

b. Users are encouraged to submit recommended changes or comments to improve this manual. Comments should be keyed to the specific page, paragraph, and line of the text in which the change is recommended. Reasons should be provided for each comment to insure understanding and complete evaluation. Comments should be forwarded direct to the U.S. Army Combat Developments Command, Civil Affairs Agency, Fort Gordon, Ga. 30905.

2. Civil-Military Relationships

a. The Army lives in an environment of people. On the domestic scene as well as abroad, the Army's presence requires real estate, equipment, food and supplies, housing, recreational facilities, personal services, transportation facilities, labor, and a myriad of other things for which it competes in the local economy. Its presence frequently congests the area, overtaxes the capacity of utilities, inflates prices, and crowds schools. Although it also creates business opportunities and expands the local economy, it draws new population to the area, and these newcomers are not always wanted by the earlier residents.

b. When the Army moves or maneuvers it may trespass, destroy or damage property, and cause injury to persons and livestock. Although the Army compensates for such damage, these occurrences are likely to irritate and alienate local people, or to invite exploitation by them.

c. The presence of a military force causes the social and cultural atmosphere of a community to change, and makes political and governmental problems more acute and numerous. The daily lives of the local people are affected, sometimes seriously disrupted. Local mores, respected customs, and valued traditions are infringed upon—often never to be restored. These changes are likely to be resented by many local people, and strong, negative attitudes and emotions may be generated. Although there are advantages as well as disadvantages to the local people in having a military unit in their area, benefits are quickly accepted and soon taken for granted, whereas irritations build up, rankle, and breed antagonisms. An accumulation of these irritations can result in acts of violence or persist as latent or expressed opposition.

d. Civil-military relations are inescapable, and the resultant civil affairs problems consume much of the time of responsible military officers on the local level and of military and civilian officials at higher echelons. Antagonisms generated at local levels are often carried up through governmental channels, often to the embarrassment of the Department of the Army and civil authorities, and could have serious impacts on the capability of the Army to perform its missions.

e. Civil affairs problems are continuous, important, and acute, and to deal with them as of secondary import is to invite difficulties and disrup-

tion of orderly functioning. The Army must keep ahead of public opinion and create conditions that build civilian respect and confidence in the military as well as appreciation of the presence of the military unit or installaton in the locality. Good relations with the civilian population facilitate accomplishment of the Army's missions, and this principle is true whether the military organization is on U.S. or foreign soil.

3. Command Responsibilities

a. The conduct of civil affairs is as much a responsibility of command at every echelon as the planning for and conduct of combat operations. The Army, as an instrument of national policy, not only must fight when required to achieve national objectives, but must serve the ultimate goal of maintaining or restoring government, under law, within a climate of order.

b. Each commander of a military unit, regardless of its size or organizational position, must comply with the applicable provisions of international law with respect to the inhabitants, governments, and economies of occupied, liberated, or host territories. He also must comply with the provisions of any treaty or agreement between the United States and the government concerned.

c. The civil affairs objective assigned to a command will depend upon national policy. Although the development of policy is primarily the responsibility of nonmilitary agencies, its implementation is frequently made a responsibility of the military. Commanders must take those measures necessary for the accomplishment of their general missions, and may, under some circumstances, determine that the nature of the overall mission will necessitate primary command emphasis on civil affairs. Generally, there are three sets of circumstances where this condition will prevail—

(1) Cold war operations, including stability operations, necessitating military support of the civil power outside of CONUS.

(2) Military support of the civil power in CONUS as a result of domestic disturbances, disaster or hostile attack.

(3) Military government of occupied territory after the conclusion of hostilities.

d. In the case of a hostile area which is occupied, the commander normally directs and controls officials of the government and has the power to remove them from office or relieve them of authority. In the case of friendly governments, the commander may only be concerned with liaison and measures for providing advice, assistance, or support. He may have no jurisdiction outside the physical bounds of his installation and may even share, to some degree, internal jurisdiction over his own installation with civilian authorities.

e. A commander may have specialist Civil Affairs (CA) units and personnel assigned or attached to conduct relations with local civilians and governmental agencies. In order to utilize fully the capabilities of CA units the military commander must provide adequate direction to them to insure that they are effectively employed, adequately supported, and properly supervised. In the absence of specialist personnel, he must accomplish his civil affairs mission utilizing other members of his command. For this and other reasons, it is important that the commander inculcate in all of his personnel a sense of responsibility for civil affairs, and simultaneously attempt to develop reserves of civilian goodwill. The extent of a command's participation in the affairs of the civilian community is as diverse as the varied situations of locale, mission, and political climate (para 26).

f. Prior to commitment, major commanders engaged in cold war or limited war operations should endeavor to obtain a signed agreement with host governments covering relationships between military forces and the civilian authorities and population. These agreements normally are negotiated for the United States by the Department of State at national government level, but where long-range agreements have not been reached prior to commitment, or in circumstances where initial agreement details are left to major commanders, draft agreements covering command requirements should be prepared in advance as a recommended basis of negotiation. Prompt conclusion of such written agreements will facilitate prevention of operational handicaps, provide a basis for troop education and orientation, and fix the position of host governments in areas of possible friction. Regardless of whether a government-to-government agreement has been reached, however, it is mandatory that commanders develop necessary functional working arrangements to establish coordination and harmony between military forces and local governments.

4. Civil-Military Coordination

a. The Army, by the nature of its operational

environment and because of its widespread deployment, has a major concern with civil-military relations and the proper coordination of those relations. Moreover, the designation of the Army as the executive agency for civil affairs in the U.S. defense establishment places a special responsibility on the Army to organize and develop capabilities to function in this field. Coordination within the military organization, and coordinaton between the military organization and U.S. diplomatic, economic, and other organizations is a requirement accomplished by CA personnel.

b. In international relations the Army is fulfilling responsibilities in connection with treaty organizations and mutual defense pacts. In all these matters the Army must work in coordination with the Department of State including the Agency for International Development (AID), the United States Information Agency (USIA), and other U.S. agencies.

c. The assistance of a number of U.S., allied or international governmental and private agencies may be available in the area of operations. The activities of these organizations directly affect the conduct of civil affairs. Federal departments and agencies may furnish technical advice and assistance to the Army as requested by appropriate authority. Public and private agencies from allied nations or international organizations may be authorized to work in an area in which military units have primary responsibility. Organizations of a charitable, religious, or fraternal nature, engaged in emergency relief activities, may assist the CA organization with trained personnel and supplies. Personnel of all of these agencies may operate under the direct supervision of CA units to assist in the accomplishment of command objectives. It is essential, therefore, that the work of these agencies and U.S. Army Civil Affairs activities be coordinated and that close liaison be maintained.

d. It is at the national level that treaties and agreements must be negotiated, and it is through Department of State channels that such negotiations are conducted. The commander should, in his own interest, maintain liaison with the ambassador and, also with the ambassador's concurrence, with certain officers of the host government, particularly at working levels.

e. Within each host country the military commander faces civil affairs problems at the various levels of government and military forces, and with the civilian population of that country. These problems are serious matters, for they affect the U.S. national interest, enhance or hamper U.S. national policy, and advance or retard the security of the United States and of the free world. Such matters as conduct of military personnel, movement of forces, maneuver rights, positioning of military defenses, storage of nuclear weapons, and transportation and placement of weapons such as missiles, are examples of mutual concern of the host civil authorities and military commanders. Some mechanism for dealing with such civil-military problems must be established. The embassy may or may not be in a position to serve as the liaison and coordinating agency at the subnational government level. In any event a civil-military contact office should be maintained for working-level liaison between the military command and the host government and its subnational echelons within established policy sanctioned by the ambassador.

5. Civil Affairs

The term "civil affairs" has three common usages: civil affairs concept; civil affairs operations; and Civil affairs organization.

a. The civil affairs concept embraces the totality of the relationships of a military commander with his civilian environment.

b. Civil affairs operations obtain for a military commander essential civilian support or reduce civilian interference and assist in the attainment of his political-military objectives. They affect the relationship between his military forces and the civil authorities and people in his area of operations and may involve the performance by military forces of some or all of the functions normally performed by civil government.

c. Civil affairs organization, consisting of staffs and units particularly designed and trained to supervise and conduct civil affairs operations, is an integral component of the military force. It supports military forces in the conduct of tactical operations. It assists in fulfilling the military commander's legal obligations with respect to the inhabitants, government and economy of the area. Within the Department of Defense establishment, it may serve as the military agency with primary concern for the attainment of the U.S. national objectives beyond the war and provide for the future transfer of most civil affairs activities to designated agencies of civil government. Civil affairs

general staff interest will always be present and in oversea areas may be paramount in all civil-military relations, even though many of the activities such as the normal liaison and procurement functions are performed by organizations other than CA staff sections or units.

6. Objectives

The basic mission of all civil affairs operations is to support the accomplishment of the military commander's assigned mission by—

a. Implementing those aspects of U.S. national policy as pertains to a particular area for which the military commander is responsible. Support of the commander's political-military mission may involve participation in coordinated activities with other U.S., allied, or international military components or civil agencies.

b. Discharging the commander's responsibilities pertaining to the civil population, government and economy of the area. It is U.S. policy to observe faithfully all international obligations (FM 27–10).

c. Assisting in the accomplishment of military missions through support or control of local agencies in implementing measures to—

(1) Create, restore, and maintain public order.

(2) Safeguard, mobilize, and utilize local resources such as labor, supplies, and facilities for tactical or logistical purposes.

(3) Control disease and epidemic conditions that might endanger the military force.

(4) Prevent civilian interference with military operations.

d. Conducting operations to assist in civil emergency situations resulting from natural disaster, unrest, or enemy attack.

7. Civil Affairs Activities

a. To achieve his civil affairs objectives the military commander engages in various civil affairs activities which affect the relationships between military forces and the civil authorities and people in any area (including U.S. home territory) in which those forces are present. Civil affairs from the point of view of the commander's interest can be broken down into seven major activities—

(1) Provision of civilian support for and prevention of civilian interference with tactical and logistical operations.

(2) Provision of or support for the functions of government for a civilian population.

(3) Community relations of the military forces.

(4) Military civic action as part of internal development operations.

(5) Military participation in a populace and resources control program as part of internal defense operations.

(6) Military support of civil defense.

(7) Psychological operations.

b. Priority of command effort goes to that major civil affairs activity most directly related to the mission of the military command. Normally, psychological operations will be in support of the other six activities, and will not itself be the priority activity.

8. Impact of Civil Affairs

The civilian population must be considered in all military efforts. Problems generated by the presence of civilians must be considered and their resolution planned, to avoid hindrance to, or preclusion of the accomplishment of the military mission. Improvised solutions usually will be short term in nature; be more costly in funds, manpower, and effort; and will not facilitate restoration of peace. Therefore, the following general conditions should be considered as a basis for planning:

a. Peacetime situations, when laws and agreements concerning military-civil relations generally are more restrictive than under the more flexible wartime conditions, impose problems of coordination, liaison, and negotiation of great difficulty and delicacy.

b. Internal defense operations, to include environmental improvement and populace and resources control measures, will be necessary to provide the framework for a viable government, as part of the overall internal defense and internal development program.

c. When an insurgency reaches the stage of armed conflict, or during limited and general wars, the government of the area concerned frequently is unable or unwilling to assume full responsibility for its administration. In order to prevent chaos and anarchy, supporting or reestablishing this administration becomes a matter of concern for the military commander operating in the area.

Section II. CA EMPLOYMENT AND OPERATIONS

9. Concept of Employment

a. CA staff elements and units serve as agencies of the military commander to assist in the accomplishment of his assigned mission. In addition to assisting the commander in combating enemy economic, political, and sociological action, they might train indigenous forces in civil affairs activities; assist indigenous governmental agencies; support civilian authorities in the United States in emergencies; support activities of field representatives of the Department of State in negotiating and implementing provisions of civil affairs agreements, and develop supplemental agreements between U.S. forces and friendly foreign countries.

b. CA organizations can be tailored to fit any specific civil affairs task. A command can be formed from a CA headquarters unit and subordinate units and teams selected for the specific mission involved.

c. The military organization diverts only those resources and takes only those measures in its dealings with civil authorities and populations essential to its mission and the dictates of national policy. As hostilities cease or an emergency is terminated and the elements of civilian government and administration are reconstituted, responsibility for those CA functions pertaining to the provision and support of government is transferred to civilian authorities and agencies. This entails a shift in responsibility for proponency and liaison in matters of policy and functional relationships from the military to the Department of State or other governmental agencies.

d. The CA organization must assist the commander in the implementation of the Army's portion of the political and economic warfare programs of the United States. It is responsible for recommending changes or modifications to policies and providing substantiation for such recommendations through the observation of results in the field.

10. Civil Affairs Operations

a. Any project or activity of a military unit involving contact with civilians outside the military establishment or designed to influence or control civilian activities and civil organizations can be classified as a civil affairs operation regardless of the location of the activity or the size or type of the participating military unit.

b. The legal aspects of civil affairs operations may be governed by a provision of U.S. law, including the laws of a state, territory, possession, or other political subdivision of the United States; a provision of the law of a foreign state made relevant by a provision of U.S. law; a bilateral or multilateral agreement, including an agreement concluded without the formalities required of treaties; a rule of law established by custom; or a rule of international law.

c. The scope of civil affairs operations may extend from measures of liaison and coordination with appropriate local civilian agencies, to the furnishing of assistance and support to local officials and populations, or even to the assumption of responsibility for the exercise of some or all of the functions of government in the locality in question. The degree of civil affairs authority or control necessary to assure the success of operations should be consistent with law and agreements to which the United States is a party.

11. Principles of Civil Affairs Operations

The general principles in *a* through *i* below, apply to civil affairs operations and must be considered in planning.

a. Civil affairs operations must be characterized by continuity and consistency in policy. It is fundamental that comprehensive policy be developed at governmental or top command levels and transmitted through normal command channels for implementation.

b. Responsibility and authority for the conduct of these activities is vested in the senior commander to insure uniform implementation. The commander is guided by directives from higher authority, national policies, applicable agreements, and international law. The commander may delegate authority to subordinate commanders to the degree required for the accomplishment of his missions. Command over civil affairs units may be centralized or decentralized depending on the type operation being conducted.

c. All civil affairs operations must support the commander's political-military mission.

d. The commander's political-military mission must be accomplished effectively with minimum personnel. Whenever possible, civil affairs operations are conducted through and with existing or reestablished civilian authorities utilizing the

minimum number of military personnel required for advice or supervision.

e. In combined operations an integration of effort is achieved by exercising civil affairs operations through a combined command.

f. Civilian inhabitants have a right to freedom from unnecessary interference with their individual liberties and their property rights.

g. Members of U.S. Armed Forces are individually and collectively responsible for compliance with all requirements of law and regulation affecting their relations with civil authorities and populations.

h. A military commander must consider whether a proposed course of action will result in inhumane treatment of civilians, even though the proposed course of action is not specifically prohibited by international law.

i. The scope of civil affairs authority is varied with the locale and the situation. Three general categories of civil affairs authority are—

(1) *Occupied Territory* (AR 320–5). The commander of an occupying force has the right, within limits set by international law, to demand and enforce such obedience from inhabitants of an occupied area as may be necessary for the accomplishment of his mission and the proper administration of an area.

(2) *Combat Zone* (AR 320–5). The law of war places limits on the exercise of a belligerent's power in the interest of protecting combatants and noncombatants from unnecessary suffering and safeguarding certain fundamental human rights. Commanders are required to refrain from employing any kind of violence not actually necessary for military purposes and to give due regard to the principles of humanity.

(3) *Other Areas.* The terms of international agreements, regulations, and national policy as promulgated or interpreted by higher authority dictate the scope of military authority in all other areas.

12. Factors Influencing Civil Affairs Operations

a. The pattern and objectives of civil affairs operations in any place, or with reference to any sphere of activity, depend primarily on U.S. foreign and domestic policies. For example, while a commander's first task may be destruction of an enemy's forces, he may have a subsequent major responsibility to help create internal stability through civil affairs operations.

b. A military command may be operational under any condition extending from peace through general war. Within this spectrum civil affairs operations may be subject to a wide variety of conditions, as—

(1) *Developmental Factors.* Control or assistance measures pertinent to the exercise of governmental functions in a highly developed area, with complex political, economic, and social systems, compared to like measures in a developing area.

(2) *Duration.* From protracted assistance or control measures extending over several years or decades, pending resolution of major political, economic, or military problems, to operations prompted by transitory emergency situations and lasting but a short time.

(3) *Location.* Control or assistance measures undertaken in foreign territory as differentiated from measures instituted in domestic territory.

(4) *Popular Response.* From operations involving a hostile population to measures receiving the enthusiastic support of a loyal and cooperative population.

(5) *Military Factors.*

(*a*) The unlimited use of nuclear, chemical, and biological weapons to the employment of conventional weapons only.

(*b*) The use of field armies in a general war to the use of small task forces in stability or IDD assistance operations.

(6) *Legal Bases.* Control or assistance measures may be authorized or required by express provision of law, such as an Act of Congress or an international agreement, or in extreme situations they may undertaken under the principle of necessity.

c. Civil affairs operations are influenced by the fact that diplomatic relations between the United States and the government of the area may or may not be in existence.

(1) In peacetime and under conditions of cold war, by the terms of an Executive order, all agencies of the U.S. Govern-

ment operating in a foreign country, except U.S. military forces in the field, are subject to the authority of the American ambassador to that country. Coordination is usually accomplished by the formation of a "country team." The ambassador presides over activities of this team and the MAAG or mission chief is usually the Department of Defense representative, although a senior military commander stationed in the country may also be a member. Other members include the in-country directors of the Agency for International Development (AID) and the U.S. Information Service (USIS), embassy staff members, such as military attachés, chiefs of political and economic sections, and others whose duties or affiliations make membership appropriate.

(2) Under conditions of limited or general war, however, supreme authority over all U.S. agencies in-country normally will be delegated to a military commander. The senior commander may be assigned a political advisor (POLAD) from the State Department to assist him in his relations with allied and neutral governments and to advise him of the point of view of the State Department on political questions.

d. The above environmental factors will require maximum flexibility and capabilities in CA organization to assist commanders. Implementation will require broad area and contingency planning and training in the entire range of civil affairs activities as outlined in paragraph 7, including—

(1) The conduct of civil affairs operations such as civic action and other support of IDD.

(2) Action to maintain public order or to provide for the welfare of the population, when requested by appropriate civil authority or directed by the President, in civil emergencies resulting from enemy attack, disaster, epidemic, disorder, or under other conditions threatening the successful functioning of duly constituted authority.

(3) Maintenance of liaison between the military commander and the government of an area as prescribed by treaty or other agreement and the supervision of the entire gamut of other civil-military relationships of the command.

(4) Assumption of full or partial executive, legislative, and judicial authority over a country or area.

13. Application of International Obligations

a. International law usually is regarded as having two branches; one dealing with the peaceful relations between states and the other concerned with armed hostilities between states. This division is not, however, absolute, and there are many facets of international relations that are difficult to regard as belonging to the "law of peace" or the "law of war."

b. The law of peace deals with such matters as recognition of states and governments, jurisdiction, nationality, diplomatic protocol, the prerequisites for and construction of international agreements, and, generally, the practices and standards observed by friendly states in their mutual relations. The law of peace is to be found in treaties, the decisions of international and regional judicial bodies, the writings of jurists, diplomatic correspondence, and other documentary material concerning the customary practice of sovereign states. The law of peace is particularly relevant to defining the rights and obligations of a military force that is deployed in the territory of an allied state where there is no applicable agreement, or with respect to matters on which an existing agreement is silent.

c. The law of war governs such matters as the conduct of hostilities on land, on the sea, and in the air; the status and treatment of persons affected by hostilities; the occupation of enemy territory; flags of truce; armistices and surrender agreements; neutrality; and war crimes. The law of war is derived from two principal sources: treaties, such as the Hague and Geneva Conventions; and custom, a body of unwritten law that is firmly established by the practice of nations and well-defined by recognized authorities on international law. The law of war is inspired by the desire to diminish the evils of war by—

(1) Protecting both combatants and noncombatants from unnecessary suffering.

(2) Safeguarding certain fundamental human rights of persons who fall into the hands of an enemy, particularly prisoners of war, wounded, sick, and civilians.

(3) Facilitating the restoration of peace.

d. In furtherance of these objectives, the law of war imposes limitations on the exercise of a belligerent's power and requires that belligerents refrain from employing any kind or degree of violence which is not actually necessary for military purposes and that they conduct hostilities with regard to the principles of humanity. The law of war is binding not only upon states as such, but also upon individuals and, in particular, the members of the armed forces. The law of war is particularly relevant to civil affairs operations affecting an enemy population, not only during a period of hostilities and an enduring occupation, but also in situations in which an occupation of territory is not an objective of the conflict.

e. The most important treaties and agreements to which the United States is a party and which are applicable to civil affairs operations, include—

(1) *The law of peace.*

(*a*) The Charter of the United Nations (59 Stat. 1031, TS 993).

(*b*) The various Status of Forces Agreements.

(2) *The law of war.*

(*a*) Hague Convention IV of October 1907, Respecting the Laws and Customs of War on Land, and Annex Thereto, Embodying the Regulations Respecting the Laws and Customs of War on Land (36 Stat. 2295, TS 540), popularly known as "The Hague Regulations."

(*b*) The 1949 Geneva Conventions (Wounded and Sick—GWS) (TIAS 3362); (Wounded and Sick at Sea—GWF Sea) (TIAS 3363); (Prisoners of War—GPW) (TIAS 3364); Civilians Persons—GC (TIAS 3365).

f. For an interpretation of the above and other pertinent lawmaking treaties, as well as an explanation of United States practice, see FM 27–10 and FM 19–40. For the text of the more important agreements see DA Pam 27–1.

g. Of these agreements, the NATO Status of Forces Agreement (4 UST 1974; TIAS 2846) is particularly significant because of the precedent it has established concerning the law applicable to visiting military forces when they are in the territory of any friendly state. The Hague Regulations are important because they are regarded as declaratory of law applicable between belligerents. The 1949 Conventions supplement the Hague Regulations—which by their literal terms applied only to a "war" between parties signatory thereto—by broadening the scope of the Treaty law to cover not only "war" but also "any other armed conflict" and "any partial or total occupation," involving their signatories (FM 27–10).

Section III. PERSONNEL AND TRAINING

14. Qualifications

a. Personnel assigned to CA duties act as representatives of the United States in the political, economic, and sociological aspects of military operations. It is essential that personnel selected for these duties be familiar with the political and philosophical foundations of democracy in the United States, as well as the functioning of our governmental institutions. The extent of authority exercised by personnel performing CA functions, the far-reaching consequences of their routine decisions, and the lack of close supervision that is inherent in their activity necessitate that CA personnel be able to act with sound judgment and discernment in confused and unfamiliar situations and be able to analyze intelligently the various elements of a complex civilian situation, to foresee the long-range effects of taking various courses of action, and to make sound recommendations. CA personnel may also have to make decisions on matters of an urgent nature that cannot await referral to higher headquarters.

b. Sensitivity to local values and a creative imagination is necessary to accomplish the civil affairs mission. CA personnel must have a ready comprehension that what is best in the United States is not necessarily always best in other social, political, and economic circumstances and must also understand that the United States is less concerned with making over other nations in its own image than in helping countries to help themselves.

15. Assignment

Chiefs of CA staff sections and their deputies assigned to the headquarters of major commands and officers assigned as commanders and executive officers of CA units should have a thorough knowledge of military operations in the field, army administration, and should be specifically trained in

civil affairs principles, doctrines, policies, techniques, and procedures. Other CA unit officers not assigned to the various functional teams, must be trained or experienced in general military subjects and in the conduct of civil affairs operations and be qualified by military occupational specialty to perform their principal duties.

16. Civil Affairs Functional Area Specialists

a. It is contemplated that specialist personnel will have had prior professional or technical training appropriate to the specialty for which they are selected. Such specialist personnel and teams receive additional specialized instruction and training in their various functions at appropriate Army installations and civilian institutions. They should have current knowledge of local conditions that might affect operations in their functional areas.

b. Upon mobilization of the USAR, this principle can be followed with little difficulty since USAR personnel assigned to CA USAR units are normally individuals who work in their CA specialty in civilian life. Under circumstances where all CA requirements must be met from the resources of the active Army it becomes necessary to use personnel with MOS most closely related to the various CA specialist positions. These individuals should receive CA training designed to enable them to use their military occupational specialty skills in the fulfillment of the civil affairs mission. For certain CA specialist skills which have no MOS counterpart, it may be necessary to send active Army personnel with CA generalist training to civilian institutions for specialized training.

17. Civilian Augmentation

a. Civilians possessing acceptable qualifications in the various CA functional specialties may be procured in accordance with applicable authorizations and policies for employment on the staffs of theater headquarters, CA area headquarters type units, or on staffs of other comparable levels of command. Employment of non-U.S. civilian personnel depends on the extent of allied participation in a particular operation, the availability of military and civilian personnel, the level of command, and applicable policies.

b. In many oversea areas there are U.S. civilian residents who possess a wealth of current information with respect to the area, specialized functional knowledge, and language capabilities, who may be hired or temporarily transferred from another governmental agency to supplement the CA organization. Sources for these personnel may be another governmental agency which has temporarily suspended operations in the area because of hostilities, civilian employees of the armed services, commercial representatives, exchange students or professors, or representatives of private or religious organizations who have the necessary qualifications. Personnel selected will require a certain amount of formal or on-the-job training varying with their age, education, occupation, and previous military experience.

c. For optimum use of U.S. civilian personnel living abroad to augment CA staff sections, their recruitment and training as USAR personnel should be a constant concern of the senior U.S. Army headquarters which has responsibility for reserve component matters for the country concerned. These individuals, after screening and selection, should be nominated as mobilization designees for specific U.S. headquarters and their USAR training should be designed to provide maximum proficiency for such assignment. Such individuals are especially useful for work in countries where the United States does not have large forces stationed but where contingency plans or alliance requirements may demand the introduction of large forces with little advance warning.

18. Armywide Training in Civil Affairs

a. All Army personnel will be given a basic orientation in civil affairs matters. Instruction will be given on the following subjects:

(1) The mission of civil affairs.
(2) The individual soldier's key role in civil affairs in that civil affairs is the concern of all military personnel.
(3) Rules and conventions governing war, with emphasis on the enforcement of law, preservation of order, and the prevention of wanton destruction of civilian property.
(4) Organization and functions of civil affairs staffs and units.

b. Additional basic instruction will be given to all Army officers to impart a knowledge of civil affairs organization and operations. This instruction should be included in branch level basic and career courses. Advanced instruction will be given in the higher level Army colleges and should include comparison of systems of government, use of

civil affairs units in all levels of conflict, planning considerations, combined and interallied aspects of civil affairs operations, and methods of including civil affairs in training of personnel and units.

c. Maneuvers and other training exercises will, when practicable, include problems requiring civil affairs play to train all members of the Army.

d. Instruction on civil affairs organization and operations will include principles contained in STANAG and SOLOG Agreements on these subjects (app L).

e. Officer personnel assigned or selected for assignment to CA staff sections or units will be given additional training at the U.S. Army Civil Affairs School.

f. All enlisted personnel assigned to CA units must have some training in the civil affairs principles, policies, organization, operations, and procedures. The additional training of enlisted men varies with their assignments:

(1) Administrative and service personnel are qualified by MOS acquired through attendance at appropriate military schools or on-the-job training.

(2) Enlisted CA functional area specialists, selected by reason of military and civilian background and experience, are given additional training in their functional specialties at appropriate military schools and training centers.

19. Unit Training.

Among the objectives of unit CA training are the following:

a. Prepare the CA unit for the accomplishment of its assigned mission in all seven major areas of civil affairs activity (para 7*a*).

b. Stress the importance of the CA activity in assisting military operations.

c. Develop an understanding of the principles of area study.

d. Promote knowledge and skill in influencing, controlling, or governing the inhabitants of an area.

e. Provide a working knowledge of the drafting, promulgation, and enforcement of proclamations, laws, ordinances, and orders.

f. Develop an understanding of the factors involved in the restoration of civil government and the cessation of the civil affairs operation.

g. Provide practice in coordinating procedures for the effective administration of CA functions.

CHAPTER 2

STAFF ORGANIZATION FOR THE CONDUCT OF CIVIL-MILITARY RELATIONS

Section I. GENERAL

20. Introduction

Command responsibility for civil affairs requires coordination at the appropriate operating level within the military, with the indigenous civil government, with other agencies of the U.S. Government, and frequently with private agencies. Organizationally, there should be a single focus of responsibility at the staff level to insure centralized direction of a cohesive civil affairs program, and to provide a point of contact for civil affairs activities within and outside of the military.

21. Organizational Placement

a. Standardization agreements provide that armies of NATO and SEATO countries will accept responsibility for appropriate civil affairs administration and support, and will have CA staffs and units (app L).

b. In a large command, or where civil affairs has become a major or primary mission of the command, the commander should consider appointing a deputy for CA operations.

c. The ACofS, Civil Affairs (G5), is established as a general staff officer at all echelons down to and including the division and comparable units and will be provided in all support command headquarters where appropriate.

d. A Civil Affairs Officer (S5) with appropriate augmentation is established in each separate combat brigade or comparable unit and in each battalion size unit deployed to combat insurgency, or for other cold war missions. In separate combat brigades and comparable units the Civil Affairs staff section should be established at least 3 months prior to deployment.

e. Commanders of all installations, whether in CONUS or overseas, should designate an officer to be responsible for civil affairs activities.

Section II. CA STAFF SECTIONS AND PROCEDURES

22. The Assistant Chief of Staff, Civil Affairs (G5)

The G5 is the principal staff assistant on matters pertaining to the civil population, its government, economy, and institutions. He is assigned primary general staff responsibility for the timely preparation and execution of civil affairs policies, plans, orders and directives, and for staff supervision of the seven major civil affairs activities, and is charged with keeping the commander and members of the staff informed on all matters of civil affairs interest.

23. CA Staff Supervision

Staff supervision is accomplished by visits and by study and analysis of special and routine reports of subordinate units. G5 staff section officers, in their inspections and visits, determine whether policies and directives of the commander are being followed and advise subordinate units and their staff sections on actions they should take. Staff supervision of civil affairs units is of particular importance to insure proper conduct and effective coordination of effort in the various CA functional specialty areas.

24. Command and Staff Relationships

Personnel of G5 sections are advisors, planners, coordinators, and supervisors. As members of the coordinating staff, they should not allow themselves to become too engrossed with the details of

administration and operation. General staff officers have no authority to command subordinate elements of the command, but conduct staff supervision of those activities for which they have primary general staff responsibility.

25. Representative Civil Affairs Processes

Since, from a conceptual standpoint, civil affairs is the total of all civil-military relationships, no attempt will be made in this manual to enumerate every conceivable operational aspect of these relationships. As a guide for planning and training purposes, however, the following processes are typically representative of civil affairs and constitute the means by which the functions are performed by all elements of a military command:

a. Liaison.
- (1) With other military units in the command to which assigned or attached, and with units in contiguous civil affairs zones.
- (2) With other U.S., allied, and international governmental agencies in the area.
- (3) With representatives in the apparatus of the indigenous government.
- (4) With representatives of private agencies.

b. Negotiation.
- (1) With appropriate agencies of civilian governments over such matters as police authority, legal jurisdiction, licensing, taxation, use of public facilities, registrations, applicability of laws and regulations, customs, religious practices, restrictions, and other similar phases of both personal and official relationships.
- (2) With private civilian individuals and organizations concerning purchases, claims, contracts, rentals, memberships, personal relationships between individuals, and other related matters.

c. Participation.
- (1) In joint civil-military councils and committees.
- (2) In community relations and civic action type activities.
- (3) In uniservice, joint, and combined exercises and training programs so far as civil affairs instruction and emphasis are concerned.

d. Coordination.
- (1) Among functional civil affairs specialists and between civilian counterparts and staff sections with related interests.
- (2) Between all military and civil agencies in areas of mutual concern.
- (3) With representatives of other U.S. governmental, allied, and international agencies.

e. Support.
- (1) For military forces from civilian labor and material resources.
- (2) For civilians from military personnel, equipment, facilities, and supplies.

f. Advice.
- (1) To the commander on—
  - (*a*) Relationships with civil authorities and population.
  - (*b*) Effects of operations or activities, or contemplated operations or activities, on civilian welfare and morale.
  - (*c*) Effects of civilian governmental and administrative processes, habits, activities, needs, and capabilities on his operations and missions.
  - (*d*) Relationships with U.S. and allied agencies in civilian governmental capacities.
  - (*e*) Procedures for handling non-U.S. labor.
  - (*f*) Treatment for civilians coming under his jurisdiction or control.
  - (*g*) All other matters concerned with affairs of his command in respect to civilian relationships.
- (2) To civil authorities on—
  - (*a*) Needs and requirements of the military forces.
  - (*b*) Capabilities of military forces in cooperative ventures.
  - (*c*) Rehabilitation procedures and processes.
  - (*d*) Civil defense and disaster measures.
  - (*e*) Technical methods calculated to improve civilian economies and social structure.
- (3) To other staff sections and to subordinate units of the command on civil affairs matters.

g. Control (when required) of—
- (1) The circulation of civilians.
- (2) Agencies of government.
- (3) Economic processes and civilian activi-

ties or conditions which may affect operations.

26. Conduct of the Major Activities of Civil-Military Relations

a. The representative civil affairs processes outlined in the preceding paragraph operate *in support* of one or more of the seven major activities of the civil-military relations of a military commander. Command priority will be given to those civil affairs activities which are most closely related to the command mission.

b. Under some circumstances, the primary mission of the command may be such that management of civil-military relationships becomes the major command activity. This is likely to be the case in situations involving cold war, stability, or IDID assistance missions. It is equally true if the primary command mission is the provision of military support for civil defense, or the establishment of a military government in occupied enemy territory after the cessation of hostilities. Conversely, if the primary mission of the command is the destruction of hostile armed forces in a limited or general war situation then the management of the various civil-military relations activities is a supporting command function to assist the tactical forces and their logistical system. In this situation, the civil affairs activity which deals with the provision of civilian support for and the prevention of civilian interference with tactical and logistical operations must have priority in the overall civil affairs efforts of the command. Whatever the command mission may be, measures taken to accomplish this mission should avoid alienation of the populace to improve the possibilities for winning the peace after cessation of hostilities.

c. The conduct of the seven major activities of civil-military relations may be varied to insure maximum support to the commander in the accomplishment of his mission.

(1) *Provision of civilian support for and prevention of civilian interference with tactical and logistical operation.*

(*a*) Civil affairs operations conducted primarily for this purpose are described in detail in chapters 6 and 8.

(*b*) In addition to their own operations, CA staffs (and units) are able to render support to other agencies in this effort by providing them with detailed area surveys portraying institutions, population groups, commercial establishments, and industrial developments susceptible to attack or constituting a hazard to friendly operations; surveys of attitudes and reactions to friendly programs aimed at political or economic targets; surveys of substantive effects of operations designed to disrupt or destroy governmental administration, economic production, commerce or trade; and intelligence on significant personalities or industrial capabilities.

(2) *Provision of or support for the functions of government for a civilian population.*

(*a*) CA units or personnel may be assigned to provide liaison between a military command and civilian governmental agencies. In this situation the civil affairs mission may be merely to insure mutual performance of requirements laid down in an actual or implied bilateral agreement.

(*b*) CA units or personnel may be required to provide for the total performance of all governmental functions in either a military government situation in occupied territory (ch 13) or in a major civil defense emergency in CONUS (ch 11), or in an intermediate state between these two extremes, such as the reinforcement or extension of governmental services by military personnel and units when the government has been weakened or disrupted by insurgency, hostile attack, or natural disaster. (Even well-established governments in highly developed nations may require this type of military assistance. In the United States this was necessary for the establishment and initial functioning of the Civilian Conservation Corps during the depression and today it has been found necessary to support the work abroad of civilian agencies such as AID and USIA with military personnel and units. Detailed doctrine for this activity of civil-military relationships is set forth in ch 5, 6, 7, 10, and 11.)

(3) *Community relations of the military forces.*

(*a*) Any military organization that is stationed on foreign soil or whose personnel are present on such soil (naval personnel on shore leave, for example) exerts some degree of influence on the local community. The influence contributes or detracts from the attainment of U.S. goals in the area involved in almost direct proportion to the success or failure of the community relations program.

(*b*) Good community relations promote better understanding between civil and military elements and encourage cooperation between the two groups far beyond the immediate locality in which they are initiated. Poor community relations may trigger reactions in the rest of the world. Following are some of the programs, projects, and activities in which military units may participate to promote good community relations in CONUS or overseas:

1. *Information activities.* Normally the Information Officer is charged with developing a good public image of the Army and insuring fair and impartial news coverage. Normally the Army has no censorship over media of public expression in the United States, its possessions, or in friendly foreign countries, therefore, cooperation obtained usually reflects cooperation extended.
2. *Open houses, exhibits, and demonstrations.* Within limitations imposed by security and operational considerations, goodwill and community understanding are stimulated by opening military facilities to visitors, showing informative and educational exhibits, and giving demonstrations which simultaneously provide entertainment and emphasize the posture of U.S. military strength. An extension of the same general program can be conducted off-post by participation in parades, providing concerts by military bands, demonstrations by drill teams at public functions, and furnishing speakers for appearances before selected opinion-influencing groups.
3. *Participation in athletic leagues or events.* Joint civil-military participation in athletic contests or leagues, if properly handled, can engender goodwill, but undue partisanship will destroy any advantages accrued.
4. *Orientation of personnel going abroad.* Orientation programs vary in scope from passing out circulars containing helpful hints and short orientation lectures to more sophisticated orientation programs such as the instruction given at the Military Assistance Institute for personnel assigned to MAAGs and missions. The institute provides concentrated briefings on the area and country to be visited supplemented by kits of material for individual reference and study. In many cases, further orientation of personnel is conducted on the ground during the first days after arrival in a foreign country.
5. *Joint civil programs.* Military participation in such programs as support for orphanages or similar indigent groups, cooperation in the sponsorship of youth organizations, and participation in fund drives develops warmth and approbation. In general, it can be said that making personnel, facilities, and equipment available in programs of general or specific welfare within limitations imposed by capabilities and policy directives promotes friendly attitudes worth many times the effort expended.
6. *Counterpart cooperation.* Many general and special staff officers in military units, including CA functional specialists, have counterparts in the civilian community. Close liaison and cooperation in programs of mutual interest to military and civilian agencies are advantageous to both.
7. *Armed Forces Disciplinary Control Boards.* Armed Forces Disciplinary Control Boards are established under AR 15–3 with membership normally composed of the surgeons and provost

marshals from military installations in a designated area. In meeting with invited civilian representatives from nearby communities they make a major contribution toward improving the health and moral climate of the civilian community in the vicinity of the military installation to the advantage of both military personnel and the community.

8. *U.S. Information Service.* The USIS, operating under direction of the U.S. embassy and conducting a broad program of information, cultural, and educational services for the population of a foreign country, usually will have an activity located in the vicinity of large U.S. military installations abroad. Where such activities are located in the vicinity of a military headquarters, the military units normally have representation on planning committees for liaison purposes and to provide support from the military for the USIS program. The USIS frequently will have literature or movies that can be utilized by military units in their community relations program.

9. *Binational association.* In most oversea areas there are organizations, associations, or committees with military and civilian membership, some of which are organized primarily to improve relationships. Meetings may be held in which mutual problems are discussed, and support for various charitable, patriotic, cultural, educational, and recreational programs, events, and facilities may be made matters of joint sponsorship.

10. *Unit and individual projects.* In conformance with command civil affairs policy, individual military units may support an orphanage, school, hospital, or similar facility on a continuing basis or in connection with specific events or holiday periods. Individual personnel may be encouraged to accept invitations to visit with local families and to reciprocate with invitations to meals in unit messes on special occasions. Military equipment and volunteer manpower may be used to assist civilian communities in the development of playgrounds, athletic fields, or other community facilities. Families may be encouraged to accept children as guests in their homes for extended periods, particularly during summer school vacation. Many military personnel and members of their families are well qualified to lend assistance with local education programs in English and in other subjects. Assistance with local USIS programs and other educational and social welfare activities is one of the most important individual means of building goodwill in lands where people are still thirsting for knowledge and where social needs are frequently great. Care must be exercised in these programs to insure that they do not violate customs or appear as charity and therefore create resentment rather than rapport.

11. *Advisory councils.* Frequently community relations councils are established which may include as members the commander, selected members of his staff, and representatives from national or regional (depending on the locale) governmental and civic organizations (AR 360–55). These councils, which may be set up either in CONUS or oversea areas, can serve any or all of the following purposes:
    (a) Medium of official liaison.
    (b) Action agency for joint programs.
    (c) Sounding board for reactions to specific incidents and conditions.
    (d) Agency through which diverse requirements can be weighed and compromises reached.
    (e) Policy group for the allocation of aid and assistance.

(*c*) The CA officer has a definite staff interest in the community relations program. CA staff participation should emphasize the programing and coordinating aspects rather than the oper-

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ating responsibilities. The community relations program remains the operating responsibility of the information officer in a command, but with coordinating staff responsibility assigned to CA officer for advice and coordination.

(4) *Military civic action as part of internal development program.*

(*a*) The use of military personnel and resources to support or implement a national internal development program is military civic action. In a Phase I insurgency situation, particularly in the absence of a real external threat to a nation, military civic action (augmented by psychological operations) normally should be a primary mission of the military forces of that nation since the internal development program represents the best hope for the prevention of an active insurgency. U.S. military personnel assigned to advise and support indigenous forces must be prepared to assist in staff planning and supervision of this program. In other phases of insurgency, military civic action continues as part of the total IDD program to the maximum feasible extent. Detailed doctrine is contained in chapters 5, 6, and 7.

(*b*) Military civic action is also of significance in limited and general war situations but demands more emphasis in postcombat situations. Doctrine for the employment of military civic action in these circumstances is contained in chapters 12 and 13.

(5) *Military participation in a populace and resources control portions of Internal Defense Operations.*

(*a*) Control of the populace and resources of a country is a responsibility of its civilian governmental agencies. There are circumstances, however, in which civilian agencies may be unable to meet this responsibility. For example, a country threatened with, or weakened by insurgency, disaster, or hostile attack, may require the services of its military forces to impose effective control. Under any set of circumstances, when military forces are used to execute or support a program for the control of the civil populace and its resources, this program becomes a major activity of civil affairs.

(*b*) In IDID, a populace and resources control program as part of the total internal security effort is of prime importance. Doctrine for the implementation of this program by indigenous and U.S. forces is contained in chapters 5, 6, and 7.

(*c*) Doctrine for the employment of a populace and resources control program in military government situations is contained in chapter 13.

(6) *Military support of civil defense.*

(*a*) Military personnel, resources, and units may be committed to provide support, training, or supervision for civil defense activities in CONUS or overseas to mitigate the effects of disaster or hostile attack. When a military unit is so committed, civil affairs generally, and civil *defense* in particular, becomes a primary matter of the commander's concern, and he will use those resources necessary to support this activity. However, in most situations, the provision of military support for civil defense is a secondary mission of the military unit, and planning and training for the accomplishment of this mission must be accomplished to the same degree as planning and training for the accomplishment of any other contingency mission. CA staff sections, in conjunction with other members of the general or coordinating staff, should insure that this planning and training is effectively accomplished.

(*b*) Doctrine for military support of civil defense in CONUS is contained in chapter 11.

(*c*) Doctrine for military support of civil defense abroad in an insurgency environment is contained in chapters 5 and 6.

(*d*) Doctrine for military support of civil defense abroad under conditions of limited or general war, and the interface between this civil affairs activity and rear area damage control and security

operations is contained in chapters 6 through 9.

(7) *Consolidation psychological operations.*

(*a*) Civil affairs is aimed at the intelligent handling of military contacts with civilians to produce a result that will best assist the commander in the accomplishment of his mission. Civil affairs activities can best be performed with the appropriate support of consolidation psychological operations, that is, psychological operations directed towards influencing civilians who are located in areas for which the military commander has responsibility or in which his troops are operating. Overall staff responsibility for psychological operations is vested in the G3 and staff responsibility for consolidation psychological operations is vested in the G5. The G5 coordinates with the G3 on assignment and use of psychological units and with G2 on intelligence support requirements for consolidation psychological operations. Psychological operations staffs and units provide advice regarding the psychological implications of proposed courses of action and utilize organic and indigenous personnel and equipment in the production and dissemination of propaganda in support of selected courses of action.

(*b*) The commander should utilize his consolidation psychological operations to insure attainment of his civil affairs objectives in much the same way as he uses his firepower to support his plan of maneuver. Detailed doctrine for the support of civil affairs activities by psychological operations is contained in chapter 5 for cold war, in chapter 11 for CONUS, in chapters 12 and 13 for postcombat operations, and in chapters 6, 7, and 8, for limited and general war. Psychological operations doctrine and techniques are contained respectively in FM 33–1 and FM 33–5.

Section III. OTHER STAFF SECTION SUPPORT OF CA OPERATIONS

27. General

While the G5 has primary general staff responsibility for the coordination of matters involving civil-military relationships, this in no way subordinates the specialized interest and activities of other elements of a command. Examples can be cited in every area of staff interest—e.g., the responsibilities of the provost marshal with respect to mutual problems of military and civilian law and order, traffic control, and the circulation of individuals, and the responsibilities of the transportation officer in operations and allocations of the means of public transport used for the movement of military personnel, supplies, and equipment. Primary responsibility for those staff activities affecting civil-military relations remains with the appropriate staff section which normally has that function, but the exercise of staff supervision will require close coordination with the G5, because these activities have a major impact on the civil military relationships of a command.

28. The Assistant Chief of Staff, Personnel (G1)

a. Among the activities for which the G1 has primary staff responsibility are three which have a direct and significant impact on civil affairs—

(1) Personnel management of all types of civilian employees.

(2) Personnel services including housing, and rest and recreational facilities.

(3) Medical service.

b. While the G1 has primary responsibility for establishing conditions of employment, pay scales and benefits for indigenous laborers, the G5 is interested in prevention of disruption to the local economy as a result of U.S. military employment practices. G1 in his personnel management function must see to it that U.S. employment policies and standards meet those of the host nation (if operating in a friendly country) as determined for him by the G5. Similar considerations guide the use of local real estate and other resources used for housing (troop and dependent), headquarters locations, and rest, recreational and other special service facilities. In the management of all of these functions the G1 should provide the G5 with adequate information about these activities to serve as a basis for consolidation psychological operations which will explain U.S. activities to

the local populace and elicit voluntary cooperation wherever possible.

c. The G1 also has responsibility for the Army Medical Service. As part of this responsibility he may be required to provide Army Medical Service units, personnel, and materiel to supplement inadequate civilian medical facilities and supplies within the scope of U.S. policy and international law; and to augment the civilian capacity for the control of disease.

29. The Assistant Chief of Staff, Intelligence (G2)

a. Civil affairs activities both require and produce intelligence information. The areas of mutual interest between civil affairs and intelligence are extensive and vital. They are treated in detail in chapter 4 and appendix F.

b. The G2 must coordinate his intelligence collection effort with civilian intelligence agencies. The G5 should be generally informed of such relationships and should assist the G2, where necessary, by negotiation (or direction) with responsible civilian governmental agencies. Detailed coordination and liaison between U.S. military intelligence personnel and civilian intelligence personnel will be direct but the G5 should be informed of and help prepare the general command policies governing such relationships, and should be informed promptly whenever intelligence activities threaten to, or do, impair the overall civil-military relationships of the command. Many of these potentially embarrassing problems can be avoided by proper command policies dealing with such matters as methods and techniques of interrogation of civilians, the use of U.S. or indigenous interrogators, and binational intelligence and counterintelligence operations.

30. The Assistant Chief of Staff, Operations (G3)

a. Except for military operations conducted in unpopulated areas, all military operations have a direct impact upon the civilian populace. Fire and maneuver, barriers, and the use of special weapons, are all likely to bring about collateral damage and casualties to civilians. G3 must obtain from G5 the information about population densities and configurations, which will enable him to plan for the successful accomplishment of military missions while inflicting minimum collateral damage upon the civilian populace and the civilian economy. In certain circumstances civil affairs considerations may be a factor which can affect the choice of fire support systems and plans of maneuver. While this is usually the case in internal defense operations, where the loyalty of the people is a primary consideration, it may also affect tactical operations in limited or general war. In the consideration of alternate routes of approach for an offensive operation, or of beachheads for amphibious operations the loyalties and sympathies of key segments of the population in such areas may be a deciding factor. The provision of information and professional judgment to the G3 on such matters is a responsibility of the G5. Conversely, the G3 furnishes the G5 with operational plans so that the G5 may plan civil affairs activities which will best support the command effort.

b. G3 is responsible for unconventional warfare (UW) operations. Doctrine pertaining to civil affairs support for those operations is contained in chapter 10.

c. G3 is responsible for rear area security operations. Doctrine pertaining to the interface between rear area security and civil affairs in limited and general war is contained in appendix J.

d. G3 is responsible for psychological operations directed against hostile forces and the people in enemy-held territory but G5 has primary staff responsibility for consolidation psychological operations. Obviously, close coordination of propaganda themes and policy on the use of media for each aspect of psychological operations is essential. G5 will look to the G3 for the provision of psychological operations units and resources to support civil affairs activities, and to the psychological operations member of the G3 section for guidance on the psychological implications of proposed courses of action.

31. The Assistant Chief of Staff, Logistics (G4)

a. The mission of the G4 includes the provision of supply and service support for the civil affairs activities of the command. This may range from the provision of a specified minimum calorie food supply under emergency conditions of limited or general war, to the provision of an entire range of standard and nonstandard items to support a military civic action program in an internal development effort.

b. In procuring local items, G4 and G5 must insure that consideration is given to the effects of such procurement on the local population and economy of the area, and the U.S. balance of payments situation. The CA function of civilian supply is a two-directional operation involving the mobilization and use of resources of the civilian economy, within the bounds of national policy, international agreement, and international law, in support of U.S. military forces; and conversely, the satisfaction of essential civilian needs through military supply sources. Except in emergency situations local procurement will be avoided when subsequent importation of similar items for civilian consumption will be necessary. CA personnel assist and advise purchasing and contracting, real estate, and personnel officers in determining availability of sources, making arrangements for procurement, and weighing immediate needs against longer range requirements (app H).

c. The interface between area damage control and military support of civil defense outside of CONUS under conditions of limited or general war is covered in chapters 6 through 8. Military support of civil defense in CONUS is covered in chapter 11. The G4 supports the G5 in this activity in CONUS or abroad by assisting in the provision of various supplies and services, as follows:

(1) Receipt, storage, and transportation of supplies for civilian relief and economic aid.

(2) Provision of assistance or technical advice to the maximum extent consistent with requirements for the support of military operations in such activities as—

(*a*) Removal or neutralization of mines, boobytraps, demolitions, and CBR contamination.

(*b*) Rehabilitation of water supply facilities and public utilities for military or essential civilian use when such rehabilitation is beyond the capabilities of local agencies of government.

(*c*) Rehabilitation of port, transportation, and communication facilities, as may be directed.

(*d*) Clearance of debris structures.

(*e*) Emergency care of civilian casualties.

(*f*) Provision of supplies for refugees and displaced persons beyond the capabilities of local authorities and the CA organization.

d. As a coordinating staff officer the G4 has supervisory responsibility for construction and transportation services. Activities in these fields affect the civil affairs activities of the command and can have a major impact on civil-military relations in connection with the following requirements:

(1) *Engineer units, personnel, and materiel to—*

(*a*) Construct camps and billets for civilians, particularly refugees and displaced persons.

(*b*) Make necessary repairs or to construct essential public utilities, such as water reservoirs or filtering plants, essential bridges, dams, locks, and similar structures.

(*c*) Maintain or construct essential public transportation facilities such as roads and railways.

(*d*) Support rehabilitation projects as the situation permits and as directed by higher authority.

(2) *Transportation units, personnel, and materiel to—*

(*a*) Assist in procurement, installation, maintenance, and operation of civilian transportation equipment.

(*b*) Supplement civilian transportation facilities for movement of civilian supplies, commodities, or personnel, as the military situation permits.

e. These activities may be performed under any condition of warfare and in postcombat situations. In internal defense assistance situations they are especially important. Engineer and transportation training, advice and support for indigenous military forces in the conduct of military civic action projects is vital (ch 5, 6, and 7).

32. The Staff Judge Advocate

a. As the legal advisor to the commander and to all members of the staff, the SJA has an especially important role to play in support of all civil affairs activities. The G5 looks to him for advice on matters of U.S., international, and local law as they pertain to and affect civil-military relationships.

b. The SJA will also directly affect the civil-military relationships of a command by his own activities in three fields, in each of which he must also take into account the civil affairs policy of his

command. These are—

(1) Claims service matters.
(2) Procurement law matters.
(3) Jurisdiction of local courts over U.S. personnel and activities.

c. In situations where CA legal personnel are not available to create or supervise the operation of CA tribunals the SJA has staff responsibility for the creation and supervision of military commissions or other military tribunals as required for the trial of civilians under the laws of war.

33. The Provost Marshal/Military Police

a. The maintenance of discipline, law, and order among U.S. military personnel always has a bearing upon the relationships of the command to civilian authorities and people.

b. Command policy with regard to the relationships of the U.S. military police and the civil police is a matter of common interest to the PM and the G5. While the G5 has primary staff responsibility for such command policy, its execution and day-to-day operations thereunder are primarily matters for PM concern. This relationship is analogous to that of the G2 and the G5, but the impact of police operations upon the community as a whole is likely to be greater than that of intelligence operations, and for this reason the G5 will be more intimately and directly concerned in the relationships of the military with the civil police. Under certain circumstances such as the grant of authority by a host nation, or in military government operations, the military police may be authorized to hire civilian personnel for police operations or to train and supervise indigenous paramilitary or civil police.

c. Depending upon the degree of civil affairs authority granted to the military commander, the PM may assist civil affairs operations by providing military police to—

(1) Secure and protect such critical supplies, equipment, and facilities as may be determined by the responsible commander.
(2) Protect records, archives, historical and cultural structures, and shrines.
(3) Enforce circulation restrictions and curfews.
(4) Maintain order and quell frays or disturbances.
(5) Control traffic.
(6) Control movements of displaced persons, evacuees, and refugees.
(7) Investigate serious crimes committed by civilians.

34. The Information Officer

a. The role of the Information Officer in community relations activities has been covered in paragraph 26*c*(3).

b. The impact on civil-military relations of the Information Officer is not limited to his participation in community relations matters. The command information program for military personnel and for the civilian employees must be coordinated with the consolidation psychological operations program if one is being conducted. Information intended only for the education of U.S. military personnel often will reach civilian audiences and must be in consonance with U.S. released information directed at such civilian audiences or released to the world at large. In today's world the mobility of individuals and the profusion of mass communications is such that neither the Information Officer nor the Psychological Operations Officer can hope to address an audience isolated unto itself. Further, news released abroad to U.S. and international news media and intended for audiences outside the theater of operations will also return to the locale of such operations and influence civilian audiences. Under many circumstances it is likely that host or occupied country audiences will give less credence to information they believe to have been released and intended for their own consumption.

35. The Staff Chaplain

The staff chaplain has frequent contact with the clergy, religious groups and organizations and other leaders in the communities near U.S. military installations, both in CONUS and oversea areas. The fostering of cordial relationships with local religious representatives and leaders of allied activities and civic organizations can open the way to opportunities for religious, social, and cultural rapport between military personnel and the local civilian populace. In oversea areas in particular, good relations between the military and nationals of occupied or allied territories may be promoted through liaison with the local clergy and by encouraging military personnel in respectful attitudes toward the various faiths, sacred rites, and places of worship. These activities will, of course, require CA staff coordination.

36. Additional Details on Other Staff Relationships

a. In directorate type and support command staffs the titles or designations of members of the coordinating staff may vary but the doctrinal principles enunciated in the preceding paragraphs usually will be valid.

b. Matters which require a flow of information and support from the G5 to other staff sections are listed in appendix D.

CHAPTER 3

CIVIL AFFAIRS UNITS AND ORGANIZATION

37. Concept of CA Operations

a. The scope of operations conducted by CA units varies according to the specific mission assigned by higher headquarters. CA units provide command support or area support to tactical or administrative units, respectively. Whenever possible, civil affairs operations are conducted through and with existing or reestablished civilian authorities utilizing the minimum number of military personnel required for advice or supervision. Trained CA officers or small well-qualified CA units working through and with civil authorities and population can accomplish what might be difficult (or even impossible) for a company or battalion of troops. As local governmental agencies become increasingly able to function with decreasing support or control, the number of CA units required can be reduced. Disposition of units made surplus by consolidation is accomplished in accordance with the theater plan.

b. CA command support units are those provided for the operational support of field armies and subordinate commands. These units perform recurring civil affairs operations and move with the unit being supported. In a fluid or moving situation, a command support unit normally initiates only limited emergency activities in an area. The continuance or extension of these activities is carried out by designated area support units. In a static situation, a command support unit may perform many or all of those activities normally conducted by an area support unit.

c. CA area support units may be provided for either the combat zone or the communications zone as required for predesignated missions. They normally do not move from their planned area or locale of employment as do command support units. Area support units can be tailored for specific areas such as cities, provinces, or states. These units perform CA functions and operations of a more permanent nature with the objective of reestablishing the civil government and economy as soon as possible. These units are allocated and deployed in accordance with a plan normally developed in advance of commitment and serve as backup to command support units in the combat zone.

d. The shift from command support civil affairs operations to area support civil affairs operations usually is accomplished by having a CA unit specifically tailored and prepared for the city, province, or state to relieve an in-place CA unit that has been operating in the command support role. Area support units shift the emphasis on activities. Certain activities, such as the restoration of public order and safety, control of refugees and displaced persons, and furnishing of emergency relief, which may have received primary attention during a fluid situation, will share importance with such functional activities of government as public works and utilities, public transportation, and civil information once an area support unit has taken over. When one CA unit is directed to relieve another, the commander and principal members of the staff of the relieving unit make a personal reconnaissance of the area and confer with the staff of the headquarters to which the unit will be assigned. The commander of the unit being relieved insures that necessary actions are taken to—

(1) Acquaint the commander and staff of the relieving unit with designations, locations and commanders of higher, subordinate, adjacent and supporting units in the area, and with the characteristics and peculiarities of the area.

(2) Furnish copies of current operational directives, standing operating procedures, policy checklists, reports, and records summarizing previous activities in the area of the unit being relieved.

(3) Describe activities in progress, their relative importance, and point out additional measures that must be taken.
(4) Document commitments made to civilians or civilian officials.
(5) Furnish a list of individuals, not appointed as officials, but of value to the CA unit.
(6) Furnish information and recommendations on other items outlined in the periodic CA report shown in FM 101–5.

e. In a static situation primary attention of both command and area support units may be given to long-range policies for the restoration of local institutions. Consideration may be given to reformation of institutions and the adoption of more liberal policies in the control of the inhabitants, depending on the provisions of applicable treaties or agreements and U.S. objectives. It is essential to establish a stable government and to confirm its exercise of authority.

38. Uniformity and Continuity

a. CA units must initiate activities in the combat zone as soon as an area comes within the control of the military force. Since uniformity and continuity of policies and operations are essential to success, all tactical commanders exercising civil affairs authority require civil affairs guidance from higher authority.

b. The CA organizational structure must be planned for employment at specific echelons of command or levels of government. CA channels of communication normally will be established between CA staff sections and commands to insure uniform implementation of plans and policies and maximum coordination of overall CA operations.

39. CA Organization

a. CA functional teams are cellular and vary in size and capabilities. These teams are made up of individuals who are technically qualified either to advise or supervise each of the various functions which comprise the normal range of governmental activities.

b. A CA platoon is the smallest control element. Although the platoon headquarters is not self-sufficient, it is designed to control a maximum of six cellular teams.

c. CA company, battalion, group and brigade headquarters consist of a command and administrative headquarters element in which are included the appropriate staff officers and to which functional elements are added as the situation requires.

(1) These CA companies, battalions, groups, and brigades normally command a number of subordinate CA units. There are exceptions. For example, when a political subdivision is of such complexity and magnitude as to require the rank, experience, and diversity of special and professional skills that are not feasible for a CA platoon, a higher level CA unit may be given the operational role. In many cases it may become necessary to augment this unit with the full range of functional teams to counterpart all the activities of a government. This specially tailored unit should then be concerned with only that political subdivision for which it was tailored. The commander and staff of this type of CA unit would serve as counterparts to the indigenous officials while subordinate team groupings would be concerned with administering the lower levels of government (e.g., boroughs, wards, districts, suburbs).
(2) The cellular concept of organization lends itself to the flexibility for assignment, attachment, organization, or reorganization of CA elements required to deal with the wide variety of CA tasks and missions.

d. The CA brigade headquarters are designed to serve primarily as command elements of CA units responsible for a major area of a nation. This headquarters consists of a command element, a complete CA functional staff, and administrative elements for self-sufficiency.

e. Details concerning the capabilities and the organizational structure of these and other civil affairs units are contained in appendix B.

40. Tailoring of CA Units for Operations

a. CA organization is based on the nature and ultimate size of the area of operations and the political mission of the parent military command rather than the size or composition of the troop force operating in the area. Flexibility in CA organization is obtained by the assignment of appropriate CA headquarters units and the attachment of functional teams required for the mission.

b. As a basis for estimating the number and type of functional teams required for an operation, the following should be considered:

(1) The type of civil affairs operation.
(2) Degree of control required.
(3) Number and size of population centers.
(4) Population density.
(5) Attitude of the population.
(6) Nature of economy (agricultural or industrial area).
(7) Degree of economic development.
(8) Governmental structure and availability of officials.
(9) History of the area.
(10) Estimated population movements.
(11) Accustomed standard of living and dietary habits.
(12) Health conditions.
(13) Labor potential.
(14) Civilian supplies available.
(15) Monetary stability.
(16) Languages of the area.
(17) Religious entities.

c. The CA planner must estimate the type and number of CA units which will be required in the entire area of operations to accomplish the commander's political-military mission. Due to the cellular nature of CA units, this estimate must include the type and number of functional teams each unit will have assigned or attached. The estimate must include both command support and area support unit requirements.

(1) Estimates for command support units normally are based on the number of committed brigades and divisions to be supported in the ratio of one platoon per committed brigade and one company per committed division. The types and numbers of functional teams assigned or attached to these units will vary with the situation and the characteristics of the area of operations. Public Safety, Public Health, Displaced Persons, Refugees and Evacuees, Labor, Civilian Supply, and Public Welfare functional teams are those most frequently required to augment command support units during combat.
(2) Estimates for area support units required are based on the factors listed in *b* above, rather than the size of the military force in the area. Since area support units are designed to perform civil affairs operations in specific geographic or political subdivisions, it would be desirable to tailor each unit precisely for the specific area in which it will be committed. In large operations, such precise preplanning is generally not feasible due to limitations in time and precise area information as well as such imponderables as the attitude of the population and the extent of combat damage the area will suffer.

(*a*) In an area support situation, one approach for the CA planner is to examine the existing political and administrative structure in the area of operations and, considering the nature of the civil affairs operation to be conducted, determine the levels of government at which CA units must be deployed or civil affairs controls exercised. This amounts to a stratification of the area, grouping similar political and administrative subdivisions which will have essentially the same CA unit requirements. A country might be stratified as follows:

1. Small towns and rural areas.
2. Municipalities up to 50,000 population.
3. Municipalities 50,000 to 100,000 population.
4. Municipalities 100,000 to 250,000 population.
5. Municipalities over 250,000 population.
6. Districts.
7. Provinces.
8. Regions.
9. National government.

The appropriate stratification will vary widely from area to area. The example given would be appropriate for a highly urbanized society. In many of the underdeveloped areas of the world, the typical pattern is one large capital city which is the seat of government and the hub of commercial and transportation activity, a few medium-sized cities which are largely marketing and distribution centers, with the remainder of the country comprised of villages and rural areas. In such cases, the stratification can be greatly simplified.

(*b*) In any event, the next step is to develop a "type" CA unit (i.e., a headquarters unit and suitable functional teams) to perform the civil affairs tasks at each stratum which has been delineated. Guidelines for selecting appropriate headquarters units are provided in appendix B. Functional team requirements may be determined by examining the list of CA functional team duties set forth in appendix C, and determining the degree to which these duties must be performed at each stratum. For example, the guidelines provided in appendix B, indicate that a CA platoon is the suitable headquarters unit for both of the first two localities listed in the stratification given above. However, the functional team requirements for each of these two may vary considerably. For the small towns and rural areas, the platoon headquarters itself augmented by a language team with occasional advice and assistance from functional specialists assigned or attached to higher headquarters should be sufficient to carry out the required CA functions. Thus, the unit for this level of stratification could be an 8-man platoon. On the other hand, the platoon assigned to the small city of up to 50,000 normally would require that certain functional teams be assigned or attached on a full-time basis, making the size of this platoon several times the size of the 8-man platoon needed in a small town or rural area. However, at this echelon, many of the functional teams could be expected to perform multiple functions. For example, the public administration team could oversee most of the governmental functions, the economics and commerce team could oversee most of the economic functions, the public works and utilities team could oversee all public facilities functions and so on. Thus, a "type" unit for the small city might be a platoon headquarters, a language team, a public administration team, an economics and commerce team, a public works and utilities team, and possibly, public health, public safety, civilian supply, and displaced persons, refugee and evacuee teams depending upon the situation. The same reasoning is applied and type units are developed for each level of stratification which has been delineated. Generally, the spread and level of functional teams required increases with successive strata. However, this is not a hard and fast rule which should be applied blindly. A district government, for example, may not perform as many functions as the government of a large city. In addition, in many small countries such functions as public finance and public communications may be almost totally controlled at the national level. Definitive judgments can only be based on a detailed study of the area concerned.

(*c*) Once type units for each echelon have been devised, the next step is a simple mathematical determination of the numbers of each type unit required to provide complete area coverage. Then, finally, the units are put together in a suitable organizational structure. Normally, this will conform to the existing administrative structure. However, if it is found that the span of control is extended excessively at any echelon, additional headquarters units may be introduced to reduce this span of control. For example, in a country with 30 provinces all directly subordinate to a national government, it may be desirable to group these provinces regionally and introduce additional headquarters units to command each regional grouping. Since these additional units would have no indigenous counterpart echelon, they would not normally have functional teams assigned or attached.

41. Selection of Command Structure for Civil Affairs Operations

a. The senior commander delegated civil affairs authority is responsible for the conduct of civil affairs operations. His subordinate commanders may be delegated civil affairs authority, but they must also fulfill certain civil affairs responsibilities by virtue of international law, treaties, or

agreements. Command over CA units may be centralized or decentralized depending on the type of operation.

b. The decision as to the method of conducting civil affairs operations, and the organization to support that method, rests with the senior commander. Basically, he has three choices—

(1) To attach CA units as required to each major element (division, its equivalent, or higher) in the field army(s) and COMMZ.

(2) To form a separate CA command at the highest level and have all subordinate CA units attached to that command.

(3) Some combination of (1) and (2) above.

c. The most responsive civil affairs operational and organizational concept envisioned for most situations is that which provides for centralized direction and decentralized operation of civil affairs. Consequently, the attachment of CA units, as required, to each major command element having civil affairs authority will be the normal arrangement. This concept will require for effective implementation—

(1) Proper CA staff representation at all command echelons including joint and combined staffs.

(2) Provision of adequate CA units to all commands having civil affairs authority, tailored to meet the commander's specific needs.

d. The creation of a separate command may be appropriate, however, under some circumstances. It is envisioned, for example, that in a highly stabilized rear area situation where nearly normal functioning of civil authority has been restored, a command may provide a more appropriate and responsive method of supervision of, or assistance to, civil authority. Under these circumstances, a CA command would be easily adapted to organizational arrangements coinciding with national political boundaries and paralleling the national political organizational structure. It is further envisioned that, as combat draws to a close, and a military government situation develops, with concomitant increased command emphasis on civil affairs, a separate CA command may be the desirable method of administering the occupied or liberated areas, dependent, of course, on applicable international agreements and international law.

e. It may be desirable to have a CA command structure for centralized direction and execution in the COMMZ with decentralized direction and execution in the combat zone.

f. The military commander and his CA staff should consider the desirability of an orderly transition from a wholly decentralized civil affairs operation, to a centralized operation in a stabilized rear area and continued decentralization in the combat zone, finally arriving at a wholly centralized operation in a posthostility environment. Items to be considered include—

(1) Mission responsiveness.

(2) Efficient command and control.

(3) Utilization of improved technology.

(4) Flexibility, with associated economy of personnel.

(5) Pooling of critical specialist personnel at the highest echelon.

(6) Orderly transition to U.S. or other civilian authority.

42. Functional Teams

a. CA is administered on a functional basis, with areas of specialization arranged into categories generally adaptable to the diverse social-political-economic ramifications of civilian government functions. Each function is related to a certain extent to every other function, and their interlocking relationships do not permit assignment of exclusive interest to any one functional area. Extensive liaison and coordination are also required with other military units, particularly intelligence, military police, medical, psychological operations, and those engaged in communications, construction, and supply activities.

b. In applying these functions in any foreign land, commanders must be constantly alert to avoid the blind projection of an organizational concept from the United States or a state or locality previously encountered. By way of illustration, in many foreign countries functions other than mail-carrying commonly are assigned to postal ministries. These may include telephone and telegraph service, radio and television, bus transportation, and banking. There is seldom a valid reason for reassigning these functions. The fact that U.S. Post Offices do not handle this is not a justification for reorganization.

c. Teams are capable of assisting, supervising, or directing civilian offices performing the same or related functions at the level of government at which their parent headquarters operates. Func-

tional teams are attached or assigned to units on the basis of organization and need, and the size of the unit and the nature of its mission determine to a large degree the employment of the teams. Teams attached to an area or brigade headquarters, for instance, may be employed more generally in advisory, planning, and supervisory roles, whereas teams attached to groups and companies are more likely to be engaged directly in field operations. For a description of the teams and their functions, see appendixes B and C. For purposes of training and operational control, the functional teams may be grouped into general categories. This separation does not necessarily reflect essential functional relationship, since each function is related to some extent to every other function.

d. Functional teams may, when authorized by their commander, represent him in direct contact with civilian officials of their corresponding function. The teams give technical advice and assistance as needed and evaluate the results. If the commander is authorized to exercise control over civilian officials, the teams supervise and coordinate the execution of orders and instructions issued. All official communications are made in the name of the commander.

e. Teams maintain close liaison with military agencies having corresponding functions; for example, public safety with the provost marshal and military police, public health with the surgeon, and tribunal with the judge advocate.

f. In order to maintain flexibility and to make full use of the capabilities of functional teams usually it is preferable to assign teams to the highest CA unit and to attach them to lower units or assign team missions in support of specified objectives.

g. Functional teams of different sizes are organized to deal with every facet of economic-political-sociological life of the civilian community. These teams are—

(1) Arts, monuments, and archives.
(2) Civil defense.
(3) Civil information.
(4) Civilian supply.
(5) Displaced persons, refugees, and evacuees.
(6) Economics and commerce.
(7) Food and agriculture.
(8) Labor.
(9) Property control.
(10) Public administration.
(11) Public communications.
(12) Public education.
(13) Public finance.
(14) Public health.
(15) Public safety.
(16) Public transportation.
(17) Public welfare.
(18) Public works and utilities.
(19) Religious relations.
(20) Tribunals.
(21) Language.

CHAPTER 4

INTELLIGENCE AND PSYCHOLOGICAL OPERATIONS

Section I. CIVIL AFFAIRS REQUIREMENT FOR INTELLIGENCE

43. General

a. Civil affairs intelligence activities are concerned with the collection and processing of information, and the utilization or dissemination of the resultant intelligence concerning the people and the area of present or potential operations.

b. The details of intelligence structure, functions, and operations conducted under the general staff supervision of G2 are set forth in FM 100–5, and the FM 30-series. Additional information is contained in the AR 380-series.

44. Purpose

a. Accurate, complete, and timely civil affairs intelligence enables the commander and his staff to estimate in advance of operations the influence of civil affairs factors on the accomplishment of the mission or on the contemplated course of action of the command, to develop CA annexes to plans, and to determine in accordance with policy guidance those measures which will be necessary to control the local population or to relieve or adjust to political, economic, and sociological conditions in the area of operations.

b. Intelligence concerning immobilized, isolated, or bypassed enemy forces, hostile underground movements, and the activities of partisans and guerrillas, permits the planning for and employment of such friendly countermeasures as the prevention of infiltration, use of local civilians to report guerrilla activities, and the separation of guerrillas from civilian support.

c. On the basis of intelligence, continuous and long-range estimates are made of the effect which military operations will have on the inhabitants and the effect which the civilian reaction will have on military operations.

45. Civil Affairs Intelligence Planning

a. Prior to moving into any area of operations, intelligence collection plans (app F) must be drafted and implemented by CA staff sections and units. Civil affairs intelligence requirements include but are not limited to—

(1) Topography, hydrography, climate, weather, and terrain including land formation, drainage, vegetation, and soils.
(2) Population census, location, ethnic composition, dietary habits, and health factors.
(3) Attitude of the population including ideological, religious, and cultural aspects.
(4) Governmental structure including forms, personalities, laws in being, and political heritage.
(5) Sociological factors including real power structure in area.
(6) Educational standards and facilities, and important cultural activities and repositories.
(7) Communications, transportation, utilities, power, and natural resources.
(8) Labor potential including availability by type and skill, practices, and organizations.
(9) Economic development including principal industries, scientific and technical capabilities, commercial processes, banking structure, monetary system, price and commodity controls, and extent and nature of agriculture production.
(10) Effects of war damage on preceding items.
(11) Cores of resistance movements.

(12) Organization and operation of guerrilla forces in rear areas and the extent and degree of volition involved in local support.

(13) Hostile civilian activities including espionage, sabotage, and other factors of subversion and disaffection.

(14) Structure, orientation, capabilities, and reliability of indigenous public safety and enforcement organizations including paramilitary forces.

b. Sources of classified intelligence prior to movement are primarily strategic in nature and represent the positive collection efforts of the Central Intelligence Agency, Department of Defense Intelligence agencies, and other governmental agencies such as the State Department and various international mission and assistance groups. Among unclassified sources, particularly productive with respect to civil affairs interest are libraries, periodicals, newspapers, departments of leading universities specializing in language and area fields of interest, travel agencies, and commercial enterprises with holdings or representation in target regions. The Area Handbooks (DA Pam 550-series) are especially valuable and these frequently have classified supplements.

c. The G5 recommends to the commander, through the G2, those items of civil affairs intelligence which should be considered EEI. In appropriate situations an intelligence collection plan may be prepared by the intelligence officer of a CA unit and when completed, submitted to G2 for integration into the overall plan for the command. For detailed guidance on the preparation of a collection plan see FM 30–5 and appendix F.

46. Area Studies and Surveys

a. Area studies covering the gamut of civil affairs intelligence should be prepared on each country in which operations are possible or are projected. These studies supplement the published Area Handbooks (DA Pam 550-series) and are usually coordinated projects involving the G2 and the G5 with the supplementary assistance of G3, G4, Surgeon, Engineer, Provost Marshal, and other members of the staff. Studies are a continuing requirement for any G5 or CA unit commander for each area for which his unit has contingency plans. They should be started while the unit is still in CONUS and modified and amplified during the course of military movements and operations to provide a ready source of information upon which to base plans and actions. Preferably CA units should send representatives or special study groups with advance command and control elements of the supported force to perform the requisite area study revision and to secure essential facts for operational planning. National objectives, theater policies, and future plans will provide guidance in the preparation of studies, but they must generally include—

(1) Current political developments.

(2) Dossiers on important personalities.

(3) Availability, location, and cost of essential civilian supplies.

(4) Statistical data on diseases.

(5) Up-to-date material on manpower resources, skills, and employment.

(6) Housing, public utilities and services, production and merchandising facilities.

(7) Monetary stability.

(8) Vital statistics broken down into workable data groups covering age, sex, employment, location, and support requirements.

b. Area *surveys* are conducted on the ground, through physical reconnaissance and the exploitation of all available local sources of information, to verify and update the information previously obtained from area *studies*. Local sources may include the personnel and records of governmental agencies, banks, business firms, public utilities, and medical facilities, libraries, archives, mail, publications, and other communications media. During combat, initial surveys concentrate on conditions and activities which may have an immediate effect on military operations. More detailed surveys follow and are kept current as a basis for reevaluation of policies and new planning. Survey items include—

(1) Numbers and movements of refugees and displaced persons.

(2) Health conditions particularly with respect to contagious diseases.

(3) Adequacy of essential items of civilian supplies.

(4) Availability and potential of governmental officials.

(5) Possibilities of hostile activities by individuals or groups.

(6) General attitude of the civilian population.

47. Civil Censorship

The objectives of civil censorship are to prevent the passage of information which may assist an enemy or adversely affect any current policy of the United States or any of its allies, and to obtain and disseminate information which assists the United States and its allies in the attainment of their objectives. G2 exercises policy control over all types of civil censorship and both policy and operational control over all types of communications except public information media. Included are civil censorship of the postal services, domestic and international telecommunications, and area travelers. G5 in coordination with G2 plans and coordinates censorship of all public information media over which he has jurisdiction such as radio, television, cinema, stage, and the press, including periodicals and books. In a situation where CA units may operate or control the operation of other communication media, arrangements for security review will be coordinated with G2. Detailed doctrine on civil censorship is contained in FM 45–20.

Section II. CIVIL AFFAIRS SUPPORT FOR INTELLIGENCE ACTIVITIES

48. General

The nature of CA assignments and the necessity for CA personnel to develop and maintain a close relationship with the civilian population and to acquire a depth of information and understanding with respect to the activities of indigenous populations put CA personnel in a favorable position to collect information of vital importance to other staff sections and agencies and to lend support to the overall intelligence effort. Among supporting activities where CA personnel may make significant contributions are—

a. Collection of intelligence information.

b. Procurement and recruitment.

c. Assistance to counterintelligence personnel in the following activities:

(1) Screening civilian officials.

(2) Locating and apprehending war criminals and enemy military personnel masquerading as civilians.

(3) Detecting and preventing sabotage.

(4) Detecting and preventing the transmission of information and supplies to enemy forces, unfriendly partisans, or guerrillas.

49. Collection Potential of CA Personnel

Civil affairs personnel in their day-by-day operations deal with people, equipment, and documentary matter, all of which are primary sources of raw information of intelligence value. Normally when persons with information of possible value are discovered they are referred promptly to appropriate intelligence personnel for exploitation. Among sources CA personnel are likely to locate—

a. Refugees, evacuees, and displaced persons who may be interned or otherwise may come under civil affairs control or sponsorship.

b. Civilians who were associated with enemy personnel.

c. Political enemies of the hostile regime.

d. Leaders of fraternal, civic, religious, or patriotic organizations.

e. Governmental documents, libraries, or archives.

f. Files of newspapers or periodicals.

g. Industrial and commercial records.

h. Persons employed in recreational areas and occupations.

i. Political prisoners.

j. Technical equipment, blueprints, plans, or information of interest to technical intelligence personnel especially in tranportation, signal, ordnance, engineer, chemical, and medical fields.

k. Personal mail or messages.

50. Archives

With respect to archives containing materials of intelligence value concerned with governmental, administrative or cultural matters, command policy will determine whether or not documentary matter will be removed for intelligence processing or will remain in designated respositories and be copied for intelligence purposes. In either case it is a CA responsibility to maintain and document the chain of custody.

51. Procurement and Recruitment

Direct support of intelligence collection agencies may be provided by CA units in the procurement of essential facilities and equipment and the recruitment of personnel.

a. Procurement. Aside from normal civil affairs procurement, CA personnel may also procure—

(1) Biographical data on key persons in the civilian community or other information essential to clandestine operations.

(2) Civilian clothing and items of normal personal possession.
(3) Maps.
(4) Civilian equipment such as binoculars, cameras, recording devices, radios, or weapons.
(5) Documentary matter including passports, visas, vehicle operator licenses, birth and marriage records.
(6) Indigenous funds.
(7) Foodstuffs, tobacco products, or alcoholic beverages peculiar to the area.
(8) Barter items.
(9) Civilian motor vehicles, bicycles, or domestic animals.

b. Recruitment. Through contacts with civilian organizations, leaders, and political enemies of hostile governments, CA personnel may assist in the development of rosters of personnel for screening by intelligence, or psychological operations personnel as—

(1) Recruits for clandestine operations.
(2) Interpreters.
(3) Other specialized craftsmen, technicians, or laborers.

52. Civil Security

a. Maximum support is provided intelligence personnel in the detection and prevention of espionage, sabotage, subversion, aid to guerrillas, or others similar activities. Examples of areas in which CA units may provide assistance are—

(1) Identification of known or suspected agents, collaborators, or sympathizers.
(2) Search of public buildings for documents of intelligence value.
(3) Discovery and confiscation of hidden weapons, ammunition, and equipment.
(4) House-to-house searches for contraband.
(5) Seizing and impounding mail pending instructions for screening and disposition.
(6) Measures to prevent local publication of information which is inimical to the military force.
(7) Control of foodstuffs, clothing, medical supplies, and related items which may be used to support guerrilla activities.
(8) Restrictions on movements of personnel suspected of collaborating with guerrilla forces.
(9) Destruction, surveillance, or control of potential hiding places or shelter spots of dissidents, such as abandoned mines, caves, isolated rural buildings, haystacks, or similar crop collections.
(10) Collection, evaluation, and interpretation of police statistics relating to insurgency crimes, such as the recurrence of acts of terrorism.

b. While the close contacts and working relationships between personnel from CA units and the civilian population provide valuable intelligence sources and material, they have a two-way potential in that they serve friendly forces, but may provide an opportunity, as well, for exploitation by unfriendly persons and groups. CA personnel must be particularly discreet in their dealing with the civilian population. Information provided civilians should be carefully screened, and indigenous persons and agencies should be kept under continuing surveillance for indications of disaffection.

Section III. PSYCHOLOGICAL OPERATIONS IN SUPPORT OF CIVIL AFFAIRS

53. Support of Civil Affairs Operations

a. Consolidation psychological operations, in support and reinforcement of civil information and public education activities, form an integral part of civil affairs operations. PSYOP units, under the operational control of the CA commander, provide trained personnel and equipment to render direct assistance in gaining the cooperation of the civilian populace, and in facilitating its control and reorganization for the former or intended friendly government. Through close coordination between CA and PSYOP staffs, psychological operations which explain U.S. policies and objectives, can be directed to populations in areas still under enemy control, thus laying a foundation for U.S. or allied control when the enemy has been eliminated.

b. As areas come under U.S. military control, the immediate objective is to support the accomplishment of the tactical mission. As order and control are established, PSYOP units, by means of persuasion and psychological direction, support civil affairs activities designed to implement U.S. policies and attain national objectives. PSYOP staffs and units accomplish this function in much the same manner as they do in all other military

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operations; i.e., by providing advice regarding the psychological implications of proposed courses of action and employing various propaganda media in support of selected courses of action. For an elaboration of the doctrinal aspects of PSYOP in support of civil affairs operations see FM 33–1, concerning consolidation psychological operations.

54. Capabilities of PSYOP Units

The capabilities of consolidation activities for support of civil affairs operations vary according to the number and composition of psychological operations units available for employment in the area. In general, psychological operational teams in conjunction with CA civil information teams can—

a. Plan and implement programs to gain the cooperation of the population toward achievement of U.S. short-range and long-range objectives in the area, and in the liberated or occupied country as a whole.

b. Provide for the operational control of newspaper and other publication and distribution facilities.

c. Provide for the operational control of fixed radio broadcasting stations.

d. Conduct mobile audio and visual operations.

e. Provide for the operation of motion picture installations and for their supervision when operated by local personnel.

f. Provide for the operational control of photographic, art, poster, and instructional displays.

g. Provide printing and processing facilities for leaflets and news sheets.

h. Conduct opinion surveys.

i. Disseminate information, directives, and instructions employing any or all of the above media.

CHAPTER 5

COLD WAR CIVIL-MILITARY RELATIONS

Section I. INTRODUCTION

55. The World Situation

a. The possibility of mutual annihilation so far has deterred the great powers from the use of their full destructive capacities as a means of achieving national objectives. This restraint, however, has not basically changed those objectives, and conflict ensues where those objectives clash. One form of this conflict, known as the cold war, occurs in a state of national tension in which political, economic, technological, psychological, and paramilitary measures short of overt armed conflict involving regular military forces are employed to achieve national objectives. This type of conflict may assume forms many of which are hardly recognizable as military. It can nevertheless produce defeat for one side or the other as complete as has ever been achieved in open battle between identified armed forces.

b. In the cold war environment, the United States and its allies are faced with the threat of widespread subversive activity directed against them and many other smaller but independent nations. Subversion takes many forms and is manifested in covert activities designed to influence, manipulate, or replace governments which are, or may become, allied with or friendly to the United States. In the developing nations of the world these efforts are characterized by covert aggression, or as the Communist nations and parties call them: "wars of national liberation."

56. The National Objectives and Policy of the United States

a. The United States is determined to forestall any further encroachment of communism upon the free world. The U.S. policy is dedicated to assuring that developing nations are able to go forward in independence, with increasing degrees of human freedom and greater political and economic stability within the sociological fabric and cultural heritage and aspirations peculiar to each political sovereignty or coalition. To this end, economic aid, technical assistance, and military assistance programs are negotiated and implemented. This mutual security program is a major instrument of U.S. foreign policy. It reflects the fundamental fact that the security and prosperity of this nation cannot be separated from that of other nations.

b. A major part of the U.S. mutual security program is military assistance. Current U.S. military assistance legislation and directives provide that, in addition to materiel and tactical training improvements, military assistance programs should encourage military-civil cooperation in developing countries through the use of local military and paramilitary forces on projects helpful to economic and social development, provided such activities do not detract from capabilities to perform primary military missions. It is a basic point that Military Assistance Advisory Groups (MAAGs) or Military Missions in these countries must assure that host military forces realize the importance of good military-civil relationships.

57. The Country Team

a. In every foreign country where U.S. troops are stationed, other U.S. governmental departments and bureaus, international agencies, church groups, and private institutions may be working toward common ends in at least some aspects of providing assistance and stimulating cooperative and harmonious development in the host country. The number of U.S. Government agencies alone is impressive, and close cooperation and cordial liaison are essential if optimum results are to be achieved. Coordination, not only on the policy level but also at operating levels, will reduce costs, prevent duplication of effort, lessen the friction potential, and increase tangible results. Generally,

in peacetime the ambassador is the coordinating authority for civil assistance programs. Country teams usually are established consisting of representatives of various national agencies, including the Chief of MAAG or Mission or senior military commander as the Department of Defense member, and with the ambassador functioning as head of the team (fig. 1).

b. The country team is a mechanism developed to coordinate this community of U.S. interests in relations with the host government. The country team facilitates understanding of mutual concerns and resolution of conflicts and interests in various policies, programs, projects, procedures, and problems of U.S. and host country agencies.

c. Some of the problems that spread across all U.S. agencies in the host country are the inflationary impact of U.S. operations, blackmarket activities, observance of host country holidays, vehicle operation, indigenous labor-employment practices, housing for personnel and office space. These problems, if not solved, can materially hamper U.S. cold war efforts.

58. MAAGs and Missions

a. Military personnel and their families, assigned to MAAGs and missions have significant capabilities, disproportionate to the relatively small size of units concerned, to promote understanding, cooperation, and kinship not only between their own personnel and the civilian population, but also (through example, demonstration, and guidance) between the civilians and the military forces of the host country. In many countries there is an unsatisfied demand for education and development in various vocational and technical skills, and in every military unit and thier associated families there are reservoirs of knowledge and skills which can be channeled through voluntary efforts into programs of education and assistance. The very nature of the MAAG or mission member's role—his daily and intimate contacts with host unit personnel, participating in their daily activities, sharing in their ceremonies, bringing them a better understanding of the United States, and showing a sincere interest in their language, culture, and welfare—goes far toward producing good military-civil relations.

b. Much of the effectiveness of the individual and informal efforts of personnel in missions and advisory groups stems from their spontaneity, but no program can attain maximum results without some degree of fixed responsibility within a unit. To that end, a section should be established, even if it consists of only one officer, to coordinate military-civil relationships in each MAAG or mission, and to assist in the development of similar programs in the military forces of the host country. The requirement for promoting an awareness in the host country forces, the necessity for civilian-military affinity, and furnishing guidance in this effort, is at least as important as military instruction in training procedures, techniques of warfare, and the handling of military equipment.

c. MAAGs in developing nations may have more extensive duties than those in developed countries

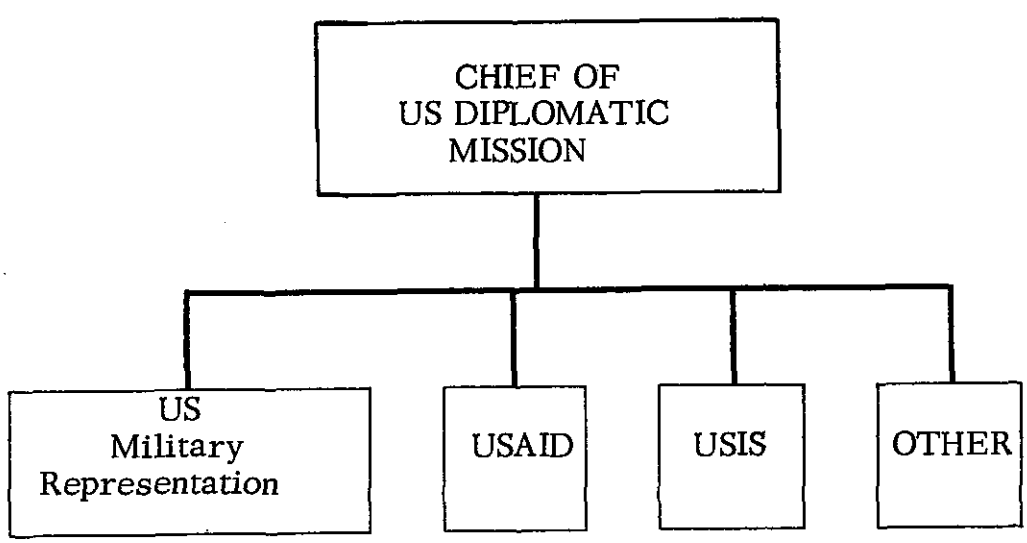

Figure 1. U.S. country team.

where education, industry, and technical skills are relatively well-advanced and trained personnel are more numerous. MAAGs in new countries may have expanded duties in assisting in the training of indigenous officials who are taking over the reins of governmental functions for the first time.

Section II. U.S. ARMY CIVIL AFFAIRS PARTICIPATION IN THE COLD WAR

59. General

a. U.S. Army units are deployed abroad for a variety of reasons. Most of these deployments have a relationship to the requirements of the cold war as well as to serve as a deterrent to the outbreak of limited or general war. Even those troop units deployed primarily for their deterrent role generally are engaged in cold war activities (AR 515–1). Troop units deployed outside the United States primarily for cold war purposes, while they may be engaged in a show of force or in a mission to safeguard the lives and property of citizens of the United States and its allies, most frequently will have been dispatched to assist in internal defense activities of a friendly nation which has requested such aid. The Army's dual responsibility in cold war is to maintain operational readiness for limited or general war, and to facilitate and implement the national objectives and advance the national interest through appropriate activities in cold war. The role of civil affairs in cold war is to support this dual responsibility.

b. In planning for civil affairs cold war operations, provisions should be made for a draft civil affairs agreement which considers the political as well as the military aspects of the planned operation. Thus, as the need for such an agreement arises, it can be negotiated rapidly with such modifications as may be required. When U.S. diplomatic representatives are present and functioning in a country, an executive order should be issued which delineates the authority and responsibilities of the military commander and the diplomatic representatives.

60. Cold War Activities

a. Mutual security programs have necessitated the stationing of U.S. troops on the soil of other sovereign powers under the authority of bilateral and multilateral agreements, either as security forces or to provide training assistance for foreign military units. The terms of the agreements involved and the scope of missions assigned are diverse; but, as is true with MAAG personnel, U.S. commanders and their personnel have significant capabilities for furthering U.S. foreign policy and fostering a deeper appreciation in host countries for the need for mutual civil-military understanding, cooperation and support.

b. U.S. military units have a dual capability of directly participating in military civic action projects or aiding host country military personnel with planning, technical assistance, and available resources in the development of their own civic action programs. U.S. military units possess equipment, facilities, supplies, technicians, and labor resources. Within the limitations of the military mission and U.S. national policy, these assets may be applied to achieve the local cold war objectives of the United States.

c. Personnel in the units and their dependents, as individuals, have an even greater potential for favorable influence by their personal conduct, courtesy, and attitude of friendly cooperation toward citizens of the host country. Particularly worthy of exploitation is participation by U.S. and host nation individuals in jointly organized activities and programs; e.g., scouting, fraternal organizations, and women's clubs. However, except in those cases where relatively large security forces are involved, the greatest contribution which can be made by U.S. military organizations abroad is in the nature of guidance, advice, and planning assistance for host country forces in the promotion of civil-military rapport. Results will be measured in strengthened economic and political bases, divorcement of the general population from dissident elements, and reduction in underprivilege and tension.

d. In advisory and training responsibilities MAAG and military mission officers usually deal with the key commanders of military forces and units. These officers are also frequently involved with the civil officials of the host government: the Minister of Defense and sometimes with the Prime Minister, the titular head of state, and almost certainly with other high civil authorities in the host government. Relations of this type are particularly important when political power has a military base. If it is possible for U.S. official representatives to establish close rapport with these officials on an informal friendly basis, official relations are likely to be facilitated.

e. Governmental administration and authority generally is delegated or divided among several levels, with certain prerogatives held at the higher levels. The precise pattern differs widely among nations, but almost all resort to some system of layering of government so that matters of local interest can be dealt with by officials close to the people without burdening higher levels with unnecessary detail. U.S. military forces and units stationed in foreign countries have civil-military relations at almost all levels. Although higher U.S. commands may be in contact with military and civilian officials of the national government, scattered subordinate elements usually are located in the hinterland. These subordinate elements normally are more closely associated with local units of government than with national levels and may be, knowingly or unknowingly, influential in local government.

f. The problems that arise in these more remote localities are likely to include off-post activities of U.S. personnel, property rights, jurisdictional disputes, the initiation of civic action projects, and community relations. All U.S. military units and installations abroad must establish a good rapport with local governmental authorities. Care must always be exercised that such local arrangements conform to U.S. national and theater policy. A single point of contact or coordination should be established in such situation, but ordinarily it will not require a mechanism more elaborate than a normal CA staff section. This staff section is actively involved in all the major civil-military activities of the command including the submission of plans and recommendations to the commander and other staff sections.

g. Cold war operations of U.S. CA organizations develop good working relationships between U.S. military forces and the local population, but concentrate on relations between host military forces and their own people. Individual CA functional specialists and teams are available for assignment to assist in the development and implementation of a definite program for the conduct of relationships with the people. The objective of their activities should be to develop proper attitudes, programs, and methods of operations in the host country military forces which provide for the rights and welfare of the population. This will not only generate confidence and cooperation on the part of the population but also have the effect of bringing together the military and the people into an effective working team. To accomplish this, civil affairs personnel must analyze and solve problems deriving from the political impact of military forces in the area; the use by military forces of local areas, facilities, goods, and manpower; the application of local laws and customs to the military forces; and the social relations between military forces and civilians.

61. U.S. Civil Affairs in IDD Assistance Operations

a. The civil-military relationships of a U.S. military command specifically committed to IDD assistance operations can be broken down into two categories—

(1) Those incident to personnel advising indigenous military and civilian officials (para 129–131).

(2) Those which are incident to the indigenous and U.S. forces conducting military operations in the midst of civilian populations (para 132–135).

b. U.S. Army involvement in IDD Assistance Operations includes three of the major civil affairs activities—

(1) Military participation in the Internal Development Program which is known as Military Civic Action.

(2) Military participation in the Populace and Resources Control portion of Internal Security Operations as part of the Internal Defense Program.

(3) Provision or support of the functions of government where the normal government is at least temporarily unable to act.

c. For optimum results, planning for each of these civil affairs activities must be based upon adequate, accurate, and timely intelligence information, and each must be properly supported by Psychological Operations.

d. A description of the application of these major civil affairs activities by host nations and doctrine for U.S. assistance to a host country is provided in chapters 6 and 7.

CHAPTER 6

INTERNAL DEFENSE OF A NATION

Section I. THE INSURGENT THREAT

62. Introduction

a. As described in paragraph 55, a major threat to the security of the United States is posed by covert aggression against the freedom and well-being of many of the developing nations. International communism has publicly and repeatedly declared that it supports these aggressive acts which it refers to as "wars of national liberation."

b. To understand the full nature of this threat, and the means of meeting and defeating it, it is first necessary to understand the actual conditions which exist in these countries. Most of the developing nations are in the process of transition from traditional to modern societies. This transition proceeds at an uneven pace and provokes dislocation and disruption of the traditional social and political controls, and of the economic base of the country. Modern mass communications has had its impact by facilitating the penetration of new ideas and generating new aspirations and desires among the peoples of the developing nations.

c. Although the problems of these nations would be acute even in the absence of an organized subversive insurgency effort, they are intensified and made into a direct threat to free world security by a well-planned and organized campaign directed by a hard core of dedicated, professional activists. The work of these insurgents is manifested over a reliatively long period of time and can be classified in the three general phases of insurgency described in detail in FM 100–20.

(1) Phase I: From circumstances in which subversive activity is only a potential threat—latent or incipient—to situations in which subversive incidents and activities occur with frequency and in an organized pattern.

(2) Phase II: The subversive movement, having gained sufficient local or external support, initiates organized guerrilla warfare, or other forms of violence against the established authority.

(3) Phase III: Guerrilla warfare operations are transformed primarily to an open war between regularly organized forces of the insurgents, and those of the established authority.

d. Paragraphs 63 and 64 outline those aspects of the development of an insurgency of primary concern to CA personnel.

63. Insurgent Objectives

a. An initial attack of the insurgent movement is directed toward the administrative, cultural, and communications gap found in most developing countries between intermediate level governmental echelons and the cities, towns, and villages they are supposed to administer. Control of any area in a country faced with insurgency can be evaluated largely in terms of control of the cities, towns, and villages.

b. The ultimate objective of the insurgent movement is to gain complete control of the political apparatus of the nation, for political control is the central issue. Complete political control makes possible control of all the other institutions of a society, such as the economy, military forces, judicial and police systems, and the educational processes. If the insurgency obtains this degree of control it has taken over the nation.

64. The Development of an Insurgency

a. Phase I, Latent and Incipient Insurgency. This phase involves no major outbreaks of violence or periods of uncontrollable insurgent activity. It covers situations where the actual conditions are such as to provide real or imagined grievances and actual or potential disaffection of significant elements of the population from their govern-

ment. It is during this phase, which may last for decades, that the insurgent movement will develop its underground organization, its infrastructure, and its front groups, and will start subversion. As the insurgency and the insurgent organization develop, this phase will be marked by some overt activities which may include demonstrations, presentation of an overt "legal" opposition, strikes, and other manifestations of popular dissatisfaction. Generally, there will be little or no military activity unless subversion in the military and police forces has succeeded in laying the groundwork for a potentially successful coup d'etat. Persuasion is tried on local political officials and police to convert them to the insurgent cause or at least to get them to look the other way in the face of subversive organizational activities. If persuasion fails, threats follow. If both threats and persuasion fail, officials are eliminated.

b. Phase II, Organized Guerrilla Warfare. In Phase II the insurgents consolidate the organization for the struggle to come. Many party members may go into hiding, establishing and proliferating underground cells—*the backbone of the movement.* Agitators and front-controlled news media spread antigovernment propaganda and front groups recruit sympathizers. Weapons are collected and underground communications and supply lines are established. Government agencies are infiltrated at all levels. Insurgent progress is often unwittingly encouraged by political leaders who are reluctant to admit that a revolution against their power is in being. Mob and riot actions discredit the government and demonstrate to sympathetic but passive followers that resistance to the government is possible. The objective is to gain control of towns and villages, often by taking advantage of existing disaffection toward national government and the poor communications between the government and the people. Control of villages is consolidated when "shadow governments" can operate without betrayal to the government forces. Small armed groups spring up. All these moves serve to develop insurgent channels of information concerning national government plans and activities and to assure that little or no information about insurgent activities reaches the national government.

c. Phase III, War of Movement. The situation moves from Phase II to Phase III when insurgence becomes primarily a war of movement and the insurgent expands his military forces. These forces still draw their support from well-organized undergrounds but require heavier weapons and supplies which cannot be furnished locally. By this stage the insurgent has, or is building, three types of military forces. Regional forces are the first to be formed—the regional militia. Next are village militia which are usually a part of the village underground and are normally under the direction of the village political head. Finally, there are the main military forces which may be uniformed. Regional and main forces provide cadre for their own expansion. Intelligence from village posts and from warning nets along roadways insures that training areas are relatively safe. Arms are procured in greater numbers; larger military units are trained to operate in unison; and the staff and technical facilities necessary to such operations are developed. Authoritarian political control is brought to local government in the controlled areas; political heads are nominated; and civic services are provided along with legal and taxation systems. On the edges of controlled areas the insurgents continue to extend their control, using Phase II tactics. By these means insurgents may be able to attain political and military control of as much as 95 percent of the landmass of the country, with government forces bottled up in military fortresses and around the national capital.

d. Summary. The description of insurgency in three phases, while convenient, does not mean that there is any sharp break or dividing line to mark the passage from one phase to another. Areas within the same nation may be involved in different phases of insurgency. The insurgent organization grows and develops with variances from one area of a country to another. Insurgent activities progress within the limits of the capabilities of the insurgent organization of a particular area. The actual attempt to seize national power by the insurgent movement can occur during any phase. Successful resistance to an insurgency can cause the insurgent organization to revert to an earlier phase; and, *if the acute conditions of the nation have not been bettered, an insurgent organization can again begin a Phase I development no matter how severe a defeat it has suffered from its earlier attempt to seize power.*

Section II. COUNTERING THE INSURGENCY

65. Political-Military Considerations

A country beset by subversive insurgency where the political existence of the government itself is threatened must insure that every military act at all levels of command is designed to accomplish a political end. *The political objective is the establishment, maintenance, or preservation of a government which can operate effectively under law to meet the needs and aspirations of its people. Military objectives and the tactical operations conducted to achieve them must be compatible with and support the political objective;* that is, they must be conducted in such a manner as to gain the support of the populace for the government. Tactical operations which cause unnecessary civilian casualties and damage may well provide a net advantage to the insurgents by creating sympathy for their cause and adding to popular grievances against the government. For this reason the indiscriminate use of force and especially of area weapons must be avoided.

66. Internal Defense and Development (IDD) Operations

The basic IDD effort of a government faced with subversive insurgency must be carefully planned, fully coordinated, and intensively executed if it is to be effective. Where the insurgency proceeds at an uneven pace in different areas of the nation, as may be normally expected, area priorities may vary from that of the nation as a whole. Priority of effort of the host country armed forces, while generally supporting the national priorities, may vary depending upon the situation in the given areas. These priorities may vary also depending on the IDD missions assigned to the armed forces by the government. The armed forces may be required to undertake all or any part of the functions of government in the entire nation or in parts thereof. Application of priorities of overall IDD operations are shown schematically in figure 2. This internal defense and development effort has two major programs—

a. Internal development operations are designed to alleviate the basic cause of disaffection and to provide a better life for the people. Internal development operations are discussed in detail in paragraphs 71 through 77.

b. Internal defense operations are designed to provide a climate of law and order, in which internal development can take place. Internal defense operations initially include three operational areas—

(1) Intelligence/counterintelligence operations; the production of positive intelligence and the detection, prevention, and neutralization of espionage, sabotage, and subversion by insurgent elements. For further guidance, see FM 30–5, FM 30–17, and FM 30–23.

(2) Tactical operations; military and paramilitary tactical operations conducted to destroy insurgent forces. For further guidance, see FM 31–16 and FM 31–22.

(3) Internal security operations; operations conducted for the maintenance of law and order within the nation.

c. In internal security operations the primary responsibility of civil affairs is in the field of populace and resources control which mobilizes for the government and denies to the insurgents the essential human and material resources of the country. Populace and resources control is discussed in detail in paragraphs 79 through 90.

d. A type pattern of the application of priority objectives and counteractions is shown in figure 3. The role played by U.S. forces, acting in either an advisory or an operational role in the nontactical aspects of IDD, is covered in chapter 7.

67. National Organization for IDD

a. In order to mount a planned and coordinated IDD program, a nation faced with insurgency must carefully reexamine its total governmental structure and staffing. This will pose serious difficulties for a developing nation which is frequently hampered by an extreme shortage of competent personnel for governmental administration. Nevertheless, from the top level of the national government to the lowest level of local administration there should be clear lines of authority and responsibility for the conduct of all government activities and especially for the major programs. While the national organizational structure will vary from nation-to-nation some means of centralized planning and control must be established. This may be accomplished by—

(1) Forming a national level interministerial coordinating committee such as a national internal security coordination committee (NISC).

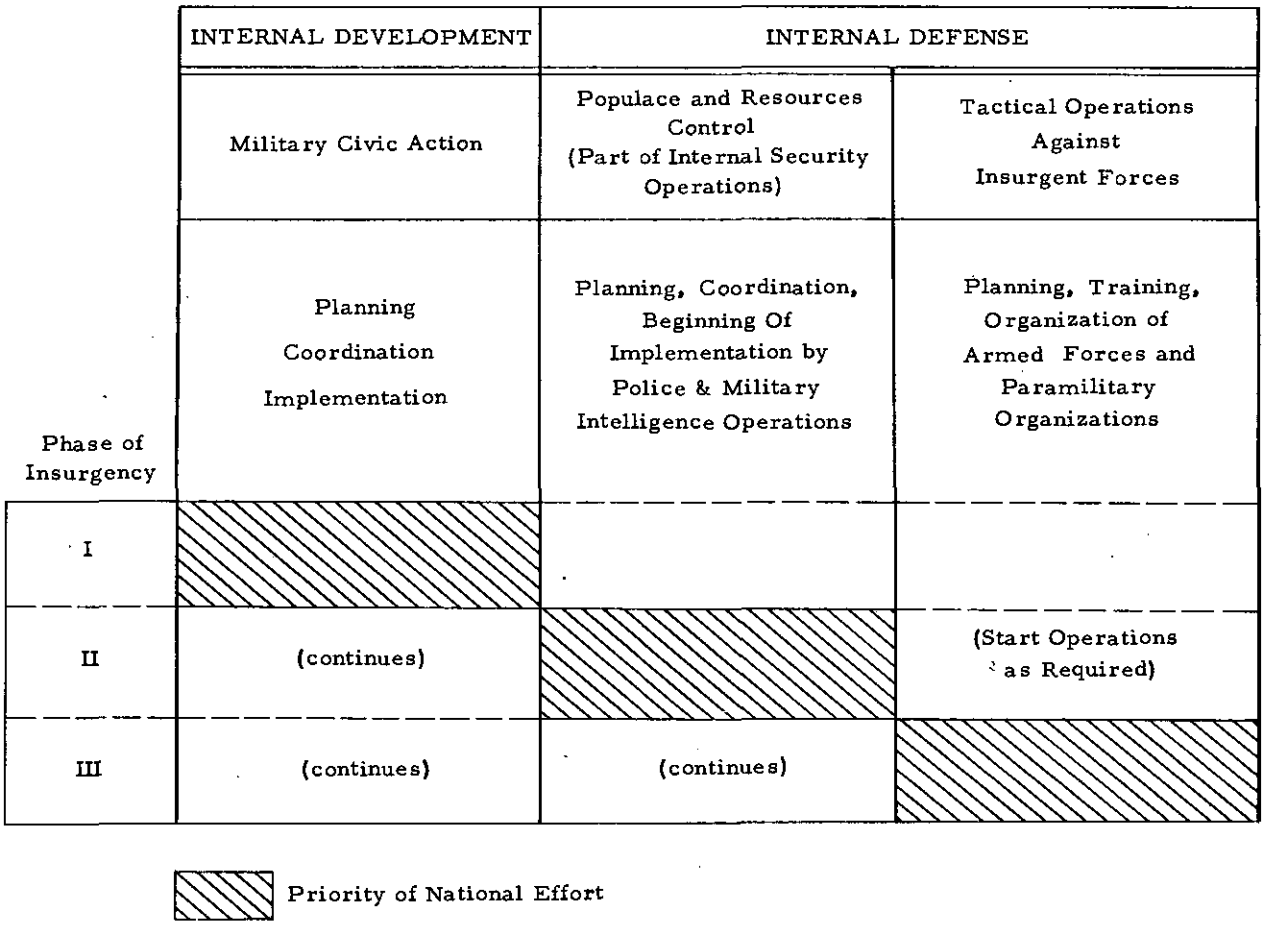

Figure 2. Priorities to be applied in the overall internal defense development effort.

(2) The head of state or head of government taking this responsibility into his own office, or

(3) Delegating responsibility for the entire internal defense effort to one department of government. Regardless of the solution adopted, military personnel probably will be involved in planning and implementation to some degree.

b. Successful implementation of the IDD program requires, in addition to a high degree of centralized planning and control, a high degree of decentralized execution. Normally, the existing staff organization of the political, administrative, or military subdivisions of a nation will be used in the execution of the IDD effort.

68. Subnational Organization for IDD

a. The normal organizational structure for IDD operations at the subnational level is formed by the creation of "operational areas" for those areas of the country threatened by insurgency. The term "operational area" means a specific geographical area within which political and military (or paramilitary) functionaries are assigned to direct the IDD effort. The operational areas should coincide with existing subnational political divisions and function as political and administrative organs of the subdvisions. The operational area should also coincide with a subarea of the national military chain of command.

b. Situations may arise where the use of existing subnational divisions for delineation of operational areas will not meet the needs of IDD. Geographical, ethnic, religious, and other factors may make it more feasible to disregard established subnational boundaries and to create more homogenous entities specifically for the internal defense and development program. Under these circumstances, adjustments in coordination and relationships between national subdivision and operational area organizations will be required, as operational

Level of Insurgent Activity	Phase	Priority Objectives for each Phase	Priority Counteractions for each Phase
I Subversive II Guerrilla Operation III War of Movement	I	Convince people of government sincerity in real effort to improve environment and better their lives. Prevent establishment of insurgent cadres and channels of communication.	Military Civic Action. Community Development. Psychological Operations. Police and Intelligence Work. Spot/arrest agents Locate and block LOC and communication channels. Infiltrate insurgent organization.
	II	Isolate insurgents from Population. Reestablish and maintain internal security in country. Prevent dissidents from securing base areas. Destroy guerrilla forces.	Imposition of Requisite. Controls on People and Resources. Military control in selected area. Attack vulnerable points early. Use superior mobility (airlift).
	III	Destroy insurgent tactical forces. Prevent developments of insurgent army. Destroy enemy main forces.	Deny insurgents outside support. Interdict LOC Keep best forces mobile for offensive operations. Air-ground teams Secret objectives. Major military operations.

Figure 3. Pattern of counteractions to phases of development of insurgency.

areas will probably involve two or more national subdivisions in whole or in part.

c. The number of government personnel and forces assigned to an operational area, and to some extent the size of the operational area, will depend on the priority assigned to that area. Assignment of priority is based on the following factors:

(1) Configuration of the terrain.
(2) Political factors.
(3) Likelihood of success of the IDD operation.
(4) Tactical importance of the sector to the countering force and to the insurgents.
(5) National IDD program and civic action requirements.
(6) Insurgency and guerrilla strength.
(7) Internal defense forces available.
(8) Location and significance of international boundaries.
(9) Significance of external support of the insurgency.
(10) Attitudes of the population and other ethnic considerations.
(11) Religious factors.
(12) Transportation and communications networks.

d. Government of an operational area may be in the hands of a civilian or military official, who may or may not also be the CO of the troops assigned to the area. However, one designated official in the area should have complete authority for all IDD operations. He should establish, as early as possible, an Area Coordination Center (ACC) for the coordination of these activities, to be staffed by the senior officials of each principal civilian governmental agency, the military, police, and paramilitary forces. The ACC is the key element in the planning, coordination, and supervision of all IDD activities in its operational area. A Civil Military Action Committee (CMAC)

should be established as a subelement of the ACC and include key or influential nonofficial elements of the civil populace as well as representatives of the ACC. Examples of these nonofficial elements include religious leaders, industrialists, labor leaders, large landowners, news media representatives, and school officials. The CMAC assists in nonsensitive areas of internal defense and development planning and provides a feedback on the effects of these programs on the local populace. Community relations of all forces in the area should be a principal activity of the CMAC. When forces not assigned to the area are committed for operations therein, these forces should coordinate their efforts with those of local forces through the CMAC.

69. The Operational Area Situation and Mission

a. In most developing countries political, military, and institutional leadership of the operational area and the people of the villages operate in different spheres, with little compatability of attitudes and with inadequate physical means of communication. This is a gap which communists exploit and which must be denied to them. The operational area command must close the gap in communication and understanding between area policymakers and the villagers.

b. Operational area commanders are confronted with two key problems—tapping village information reservoirs and bringing an effective administration to the village level. The solution of these problems, coupled with adequate security measures, will lead to a bridging of the gap between policymakers and the villagers.

c. The plans to combat insurgency must begin with the gaining of all possible information from the people of the villages. Typically, the chief political figure of a village is the "headman," nominated by a council of village elders or possibly appointed by the area governor. The village may have one or more policemen, usually untrained, poorly equipped, and poorly paid. A few families will exercise political control. Local society has often been relatively static for decades and most villagers have lived their entire lives in the village area. The rural citizen will, because of these circumstances, have detailed and intimate knowledge and awareness of his immediate surroundings. Within this context, knowledge of the activities of outsiders, such as organizers for the insurgent movement who enter the village and villagers who advocate cooperation with them, is certain to be available throughout the village. It is the acquisition of this information that will form the basis for understanding the villagers and their problems and for determining the extent of insurgent activity and the best methods of combatting it.

d. Area leaders, while eliciting all obtainable information, must also set about the establishment of an effective village administration keyed to the solution of village problems and satisfaction of the villager's wants and needs. Area leaders normally will have only a small administrative apparatus designed to perform a few civic services and to collect taxes. Existing civic and political groups must be forged into instruments suitable for waging the fight against the insurgents. Much of the area commander's work will require the use of local volunteers, as his own resources will not be adequate.

e. The above factors are intended primarily for the organization of IDD and for initial diagnosis of an insurgency situation. To implement broad national strategy, operational area commands, tactics, and directives must be adapted to local conditions. The means and techniques of winning support and gaining intelligence must be based on the local situation. Only that command whose subordinate echelons are fully aware of local conditions can be expected to perform these tasks effectively and efficiently.

70. Control Requirements and Limitations

a. In the implementation of the total internal defense effort, the operational area command must solve the fundamental problem of establishing political, economic, social, and military control over the area and its people. Control is here defined as the ability to modify, regulate, restrain, or direct the behavior of people and their institutions. Means of control include education, persuasion, coercion, reward, and punishment, exercisable concurrently and sequentially.

b. The behavior of the population, measured in terms of their cultural values, motivations, and desires, will influence the direction of their affairs. It is essential to diagnose the self-perceived desires and motivations of the people and to formulate policies that are not contradictory, but are compatible with them. Those motivations which tend to place the people on the side of the government should be fully exploited.

c. There are a number of inherent limitations on the effectiveness of control by a political or military system. For example, the operation of the economy may be relatively free or it may be constrained by numerous government controls. Legal systems and customs will usually recognize certain individual rights. The ability of the leadership to exercise control is always limited by time and space factors. Requirements for security usually increase the limitations inherent in a communications system. All of these limitations may affect the ability of insurgents and governments alike to maintain control. Indoctrination, propaganda, and training are designed, in large measure, to avoid these limitations; but no system, however authoritarian, completely controls the workings of a society.

d. Notwithstanding the difficulties and limitations, the operational area commander must influence the situation in ways compatible with his assigned objectives if the IDD effort is to have a chance for success. Area forces are the command instrumentality. The control tasks of the operational area command are interpretation of objectives; evaluation of area resources; planning and initiation of actions; building of an organization; allocation of forces; and the supervision and reevaluation of the progress of programs, projects, and tasks. Each such task is designed to have some measurable impact on the area situation.

Section III. INTERNAL DEVELOPMENT

71. General Nature of the Problem

a. The world is now involved in a relatively new and massive process, that of bringing about deliberately planned changes designed to improve the environment of peoples living in what were once remote areas. There is pressure for fast, dramatic, and effective results that can be seen in a relatively short time. In the past, environment has been subject to change through invention or borrowing ideas from other cultures and it has only been recently that there has been a broad base of voluntary participation.

b. Environment constitutes the aggregate of all the external conditions affecting the life and development of society. Culture is the total of what human beings have learned in common with other members of the group to which they belong, and is man's way of adapting to his environment. Technicians involved in improving environment not only must be specialists in their fields; e.g., engineering, education, agriculture, public health, but must be able to make their efforts acceptable to persons of different customs and beliefs. Some knowledge and understanding of the social sciences such as cultural anthropology, sociology, social psychology, economics, political science, and history is important in attaining this objective.

c. Nations attempt to preserve their culture because of a belief that their ways are superior to others. Many of the developing nations, on achieving independence, realized their competitive position is poor and could be bettered through modernization and industrialization. Generally they are willing to borrow from the culture of others when it is beneficial for them to do so, but technological ideas are more acceptable than are social or religious ones. The imbalance between technical progress and sociological and political improvements often only increases the probability of insurgency.

d. While cultures differ, there are some characteristics that are shared by almost all underdeveloped areas—

(1) Colonial Past—conditions attitude of the people toward innovators.

(2) Nationalism—stressing of own traditions sometimes to point of danger to their self-interest.

(3) Plurality of Society—nation contains more than one people, language, religion, or cultural heritage.

(4) Urban Elite—a large gulf exists between educated classes and villagers emphasized by different habits and attitudes.

(5) The Rural Peasant—peasants are tradition-oriented. The educated urban elite have difficulty in establishing good contacts with the peasant who has strong class ties to religion and kin, and is accustomed to living under the patronage system.

(6) The Economy—developing nations have a lack of industry and an inefficient agriculture. The existing industry cannot meet expectations of the people. There is a co-existence of old and new economies which sometimes operate completely independently from one another.

(7) Rising Expectations—desires for improvement are at fever pitch.

72. Principles of Internal Development

a. The needs that people are aware of should be utilized in first introducing change. This is necessary in order for new ideas and methods to win the acceptance of the people and, in turn, to receive their cooperation. Participation by local people in projects involving them is essential if the change is to be accepted in the long run. There is a tendency for technicians to place too much emphasis on the technical aspect of their jobs and not enough on the human aspect. The level of technical precision and knowledge should be realistically scaled to that which can be assimilated locally. Complex innovations take more time and instruction and run a greater risk of failure. Technicians wanting to introduce change should rework or adapt these changes to fit the local environment. This frequently will require technicians to step backward from complex to relatively simple, unspecialized technologies.

b. The technician or innovator will have his initial actions judged supercritically. Since peasants and urban poor are suspicious of officials and those associated with them, unkept promises, ill-planned projects, or unexplained behavior on the part of the technician will cause the people to lose confidence in him and harden their resistance to change.

c. Most people in developing nations are pragmatic and changes that bring dramatic results that can be visualized easily are more readily acceptable. Once successful there is a tendency for the change to snowball.

d. People whose standard of living is at a bare subsistence level are reluctant to experiment with new techniques which would endanger their very existence if they failed. Experiments should not, therefore, involve risk to the livelihood of local people.

e. In introducing change, timing is important. There is need to be aware of the daily and seasonal work patterns of people and to use this knowledge in timing the start of projects. This is particularly important in agricultural areas.

f. Continuity of projects is essential. Provisions for maintenance of equipment and training in its use are vital and require that technicians follow through. If the people do not really accept projects, they will drop the projects when the technicians depart.

g. Communication between the technician and the recipients of change is essential. This must be a two-way communication, so that objections to innovations can be voiced. Understanding the people's languages is an important tool for understanding their cultures and developing rapport and confidence with them.

h. The technician must determine with whom to work. The representatives of government (appointed officials) may not be the real leaders. There is usually another power structure—perhaps religious—which will be influential in determining if changes will be accepted by the people.

73. Military Participation in the Internal Development Program

a. Military participation and support of economic, social, and political programs aimed at improving the well-being and environment of the population are an essential part of IDD operations. Through these actions underlying causes of conflict and insurgency may be resolved and developing nations progress toward goals of economic self-sufficiency and ultimate modernization while maintaining their independence. The activities of armed forces in internal development generally fall into what is termed military civic action.

b. At the operating level, skills that are needed to perform military duties can also be effectively employed in internal development. In areas where there are problems of hardship, health, or security, military or paramilitary forces may be the only effective agents to carry forward the programs of economic, social, and political development upon which stability depends.

c. IDD operations involve counterguerrilla warfare, but they can be successfully prosecuted only by developing an appreciation of societal microcosms in order to eliminate the insurgent movement at its roots. Therefore, the application of a country's military potential must be accompanied by an orientation of its military leadership at all echelons of command in this direction. The greatest potential single barrier to the proper use of military forces in internal development is the bias of some military personnel that matters such as the basic development of their nation is outside their proper sphere of activity. This reluctance to engage in the mundane tasks such as performing work which traditionally has been done by persons considered socially inferior to the professional military man and teaching by personal example, must be overcome if the country's military forces are to be

employed in a manner calculated to realize their full IDD potential.

d. Military forces conducting civic action are but one of many elements, governmental and private, that are engaged in planning and bringing about change designed to meet the rising expectations of the people in developing nations. Even though the developing nation's armed forces frequently have a very high percentage of the country's total skills and resources, the general nature of the problem facing those concerned with the internal development indicates clearly that to accomplish the myriad tasks involved will require more than just the efforts of a nation's armed forces.

e. It is usually necessary to have a joint civil-military effort. This has bonus effects in political-sociological progress in the country. Military participation in public projects with the civilians not only contributes materially toward technical progress in the area but builds up cumulative civilian goodwill for the military unit. By strengthening the social-economic posture of the country, the military forces are able to reduce sources of civilian discontent and add materially to political stability.

f. Many of the individual projects undertaken in a military civic action program will have a superficial resemblance to community relations activities (ch 2). While improved community relations of the military is an important byproduct of the military civic action effort these relations are not, at least during Phase I of insurgency, the primary product. Military civic action should be designed to make real, lasting improvements to the social, economic, and political environment. For example, if a military unit were to build, maintain, or staff a needed school this would be true military civic action whether or not it also produced a greater civilian respect for the military. On the other hand the activity of a military unit in sponsoring an occasional outing or a meal for the children of that school would be primarily in the nature of a community relations project. As such, it would build up goodwill and a better relationship between the military forces and the people, but may be a misapplication of resources which should be devoted to true military civic action.

74. Criteria for Military Participation

a. Criteria for the propriety of military participation in civic action projects during any phase of insurgency might include—

(1) Is it an important need, locally wanted, and beyond unaided local capabilities?
(2) Can military participation be so managed that it does not compromise civilian authority and responsibility?
(3) Does the activity support the commander's political-military mission, or at least avoid jeopardizing it?
(4) Is the activity in consonance with the country's national objectives and interests?
(5) Will participation by the military avoid wasteful or needless duplication of functions and services of other agencies?
(6) Does the activity support, supplement, or substitute for the available services of other agencies?
(7) Does the project lend itself to the participation of local people?

b. If the nation is in a Phase II or III insurgency situation additional criteria might include—

(1) Will the project stimulate the flow of needed information from the people of the area?
(2) Will the project serve to gain civilian cooperation with the populace and resources control and counterguerrilla programs?
(3) Is the project in an area which the government may reasonably expect to hold? If not, will the project improve facilities and provide a net gain in other ways to offset a possible insurgent advantage?

75. Relation of Military Civic Action to Other Programs

a. The criteria shown in paragraph 74 clearly indicate the interface between military civic action and other governmental programs. These criteria also indicate that the relative desirability of a given project may depend on the phase of insurgency involved in a given area of the country. Frequently a nation is faced with a Phase II insurgency in some areas while in other areas the situation remains in Phase I. Military forces stationed in the latter areas would normally continue to concentrate on long term improvements, unless intelligence reports indicated an imminent appearance of organized guerrilla activity. Military civic action is dependent for its proper planning on basic intelligence (ch 4 and app F).

b. Generally in Phase I, military civic action *will be* the priority program of the military forces

since it supports the national priority, internal development. While attention must be paid to proper psychological exploitation of the program (para 76), decisions on project participation and priorities will be based primarily upon basic needs of the nation and of the particular area. In Phases II and III, the priority accorded to the internal defense programs may require that military civic action projects provide prompt positive civilian reaction of a kind that will help in the successful accomplishment of the priority program; e.g., suppressing the insurgency by military action.

c. Military civic action cannot by itself produce a satisfied populace in areas where basic discontent centers around long standing political, economic, or social grievances. An economically oppressed sharecropper or a member of a neglected or mistreated religious minority will not become an enthusiastic supporter of the government overnight, just because a military unit built a school in his neighborhood. Nevertheless, the building of the school may symbolize for him the government's desire and determination to better his lot and thus dissuade him from supporting dissident movements, at least for a time. If that time is properly used to meet the basic causes of his discontent, then military civic action, as part of the total governmental effort will have served its purpose.

76. Psychological Exploitation

a. For optimum results in any phase of insurgency, military civic action (and other internal development programs) must be exploited by well planned psychological operations to explain to the people what is going to be done, what is being done, and what has been done for them. Care must be taken to insure that the propagandist does not promise more than can be delivered in the time stated.

b. The rural citizen may not associate local political functionaries with national government. Frequently, he has little concept of a national government at all. The government's information program must convey to the people a concept of their nation, their government, and its accomplishments for them. The locally visible representatives of government must be shown to be a part of the whole, and these representatives must be trained to assist in the psychological operations program by bringing and applying integrity and judicious concern to the affairs of the rural citizen. The psychological operator must assist in the planning of the military civic action effort if he is expected to exploit it fully.

77. Military Civic Action Planning

a. While some military civic action operations entail a major effort and funding, the emphasis is on assistance, guidance, and the initiation of self-help programs within the scope of existing resources. Teams of military specialists with appropriate technical skills are established and work directly with the population and with other agencies of their government, such as public health, public welfare, education, agriculture, and interior ministries. Individual members of a unit or their dependents may engage in independent civic action projects of significant benefit to a community.

b. Civic action operations involve two avenues of approach, directed national activities and voluntary efforts on the local level. Both have generally similar goals.

(1) Directed activities usually involve specific assignments, central government funding, and authorization to use military resources.

(2) Voluntary activities should follow general stimuli and guidelines from the national government, but they involve greater initiative and resourcefulness on the local level. Unit equipment and facilities may be utilized in these projects; however, major effort is directed toward encouraging, directing, and supporting self-help programs. Directives to military units should encourage such activities, provide program guidelines, and authorize the use of equipment and facilities for these purposes.

(3) Whether the civic action operations are directed or are voluntary, activities must be coordinated closely among all action agencies to avoid duplication of effort, to rechannel misdirected idealism, and to secure maximum benefits from skills, labor, supplies, equipment, and funds involved.

78. Military Civic Action Projects

The civic action program by the military forces of a nation can encompass everything from one individual imparting his particular technical skill

to another, to the organization and functioning of a quasi-military organization for settling remote areas by providing security and aid to settlers. Examples of civic action projects and objectives together with the type military personnel or units that might assist, are listed in appendix G.

Section IV. POPULACE AND RESOURCES CONTROL

79. Introduction

Some of the material and human resources required by insurgents may come from sources external to the country but most of their support must be derived from internal resources, particularly from the indigenous population. A successful IDD program requires not only that internal material and human resources be mobilized in behalf of the government, but that they be denied to the insurgents. The populace and resources control program, part of the internal security portion of the IDD effort, is designed to accomplish the following objectives:

a. Mobilize the material and human resources on behalf of the government.

b. Detect and neutralize the insurgent apparatus and activities in the community.

c. Sever the supporting relationship between the population and the guerrillas.

d. Assist in the provision of a secure physical and psychological environment for the population.

80. Populace Control

a. An insurgency exploits the desires and grievances of the populace. The insurgent leaders do not have to provide any specific program to nurture their cause but can simply be against what the government is doing and promise satisfaction of the desires for alleviation of the grievances. In addition, the people of developing countries usually want modernization and its material benefits without recognizing that such refinements require an industrial base and time. The populace control program, coordinated with the IDD program, must recognize the desires and grievances of the populace, take action where possible to alleviate them, and explain through information media what is being done, any limiting factors, and future plans to solve the problems. The first function of populace control is to mobilize human resources for the government.

b. A country subject to insurgency will normally have an unsettled population because of ethnic divisions, prior revolutions or coups, natural disasters, famine or pestilence, nomadic customs, recent independence, or modernization. Under any of these conditions, normal individual indentification and control measures break down and individuals so inclined can become active insurgents or sympathizers with little fear of recognition and reprisal. The second function of the populace control program is to identify these people and to deny the insurgents their use.

81. Resources Control

Although insurgent leaders attempt to attain their goals by the easiest method possible, they are always prepared to use force as the ultimate weapon. Regardless of the method used, they must employ material resources to achieve their objectives. Assets of potential use to insurgents include military, financial, agricultural, manufacturing, chemical, transportation, communications, fuel, power, and other resources. The resources control program must identify those items required by the insurgents and provide specific controls to deny their diversion to, or acquisition by, the insurgents. For this purpose close coordination at national and subnational levels is required with the internal development programs, and other aspects of the internal defense program. Certain internal defense and internal development activities may be undertaken primarily for resources control purposes, such as the provision of military protection and assistance in harvesting, collection, and storage of crops in areas subject to insurgent threat.

82. Centralized Planning

A populace and resources control program must be initiated and planned at the national level, preferably in the NISC to insure cohesiveness, completeness, and realism. The plan should be prepared by representatives of all ministries and include a determination of critical material assets, enforceable restrictions to be instituted, positive reporting and analysis procedures, supervision techniques, and an information plan to explain the program to the populace.

83. Decentralized Execution

Execution of the populace and resources control program must be decentralized in order to take advantage of the more detailed knowledge avail-

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able to local officials and to achieve greatest effectiveness. In addition, decentralization contributes to a prime objective of an IDD program, namely, strengthening of the government. Supervision of local officials is required to insure compliance, fair and equitable enforcement, and honest administration. As the program develops, those local officials who have demonstrated their capabilities and loyalty should be given more latitude to exploit opportunities in their area.

84. Governmental Organization for Populace and Resources Control

a. As governmental ministerial or department organization will vary by country, and within country by subordinate and local level, the organization must be closely examined to fix responsibility at all levels for implementing the populace and resources control plan. Police organizations, if adequately staffed, trained, and equipped, are ideally suited to supervise the implementation of a populace and resources control program for they provide an organized control force in being that is—(1) knowledgeable about local conditions; (2) accepted by the populace as a governmental organization with enforcement prerogatives; (3) capable of security operations; (4) able to use, and have recourse to, recorded factual data; and (5) capable of controlling transportation arteries.

b. The regular military is normally used as a backup force and as a source of personnel for administrative, intelligence, and psychological operations and other specialties. In some cases, however, military units or members may be the sole representatives of the government at the district, local, or village level. Where the military has forcibly driven the armed insurgent from an area, there should be a turnover of authority and responsibility for the populace and resources control program to the police as quickly as reliable police forces are available. This releases the military for other tasks and facilitates the population's early return to a more normal way of life.

c. To provide for immediate augmentation of existing police forces, other organizations whose duties call for contact with the people should be used. These may include postal employees, internal revenue agents, forest rangers, conservation officials, and customs officials. Another source of manpower for the populace and resources control program is the paramilitary force. In many countries such organizations are already in being and available for immediate employment in support of the program. Sometimes, however, these forces will have already become integrated with the regular military forces, or are occupied elsewhere, and cannot be spared for populace and resources control. The recruitment of a civil guard force may then become desirable. Generally, this task must be approached very carefully as, in an area where much of the population is suspect, arms and ammunition cannot be distributed indiscriminately. It is necessary to select, indoctrinate, and train the most reliable elements of the population. Training must be conducted carefully and systematically in order to gain and then retain the enthusiasm of this force. This force, in addition to assisting the police in the accomplishment of their assigned mission, provides a means by which the local population can participate in the government's effort to defeat the insurgent threat.

d. Government financial agencies must counter specific insurgent financial activities to maintain or better the soundness of the currency of their country's international credit. Insurgents have a great interest in finance. They will seek to secure funds for their own use, undermine public faith in banks or financial institutions, or destroy confidence in the monetary system.

e. Each of the ministries or departments involved in supervision of production and services establish controls and procedures which will maintain them for the people, and at the same time deny their use to the insurgents. A sound economic structure demands a firm base in the fields of agriculture, commerce, industry, and service. Care must be exercised to avoid establishment of overly optimistic production goals which, if they fail of attainment, can be used as a psychological and propaganda weapon against the government and which encourage submission of falsified reports from lower echelons.

f. The public health plan should provide safeguards to insure that medical supplies are not diverted to insurgent use or control, and that adequate steps are taken to prevent the manufacture or introduction of illicit drugs, medical supplies, and narcotics. Medical aid is one of the most effective weapons available to government as well as to insurgent forces, and the control of medicine and drugs is mandatory in populace and resources control.

g. All governments maintain some form of records on their citizens and national achievements.

Available official data can be supplemented by family, tribal, religious, trade, or professional records. Regardless of the source, all available data must be gathered, correlated, kept current, supplemented as required, and used to make a populace and resources control plan effective. It is preferable that the statistical functions be centralized nationally to avoid duplication, facilitate objective assessment, and detect weaknesses for subsequent planning.

85. Military Structure

a. During Phase I insurgency, the populace and resources control program emphasizes nonmilitary actions; however, indigenous military forces will participate in all phases and probably will be extensively employed during Phase II in areas where the civil government is weak or nonexistent. In addition to active participation, they can provide security for the populace and counter the threats and terrorism employed by insurgents. Military forces normally will have a subordinate or supporting role in the populace and resources control program during Phases I and II of an insurgency, but must be prepared to assume a primary role if the insurgency escalates to Phase III. Under conditions of insurgency, the civil-military relationships of the command assume more importance than usual. Civil affairs officers must be conversant with the populace and resources control plan, maintain close and continuing liaison with civil authorities, supervise execution of their command's portion of the plan, and be prepared to assume all essential functions of the government in the event of martial rule.

b. Military intelligence personnel can make a material contribution to successful populace and resources controls. They are not restricted to political subdivisions as are many civil police; they frequently will possess more sophisticated equipment; and they are less subject to family, tribal, or similar ties. Internal security functions including personnel security investigations, complaint investigations, security surveys and inspections, and technical inspections frequently will disclose civilian affiliations that are suspect and provide investigative leads for other agencies. Other intelligence and counterintelligence activities including penetration operations, counterespionage, countersubversion, and countersabotage may detect or neutralize insurgent activity. Certain intelligence operations may be conducted specifically in support of the populace and resources control program, such as a penetration operation directed primarily against the insurgent's clandestine supply program.

c. Military police by virtue of their basic police training may be assigned to support enforcement of the populace and resources control program. They may require special instruction in identifying contraband or controlled items such as chemicals, drugs, machinery, textiles, and other goods. Their efficiency usually can be improved by teaming them with local civil or paramilitary police who understand the distinctive dialects, dress, and customs of the populace.

d. The training and equipment of psychological operations units make them well-suited to publicize the necessity and purpose of populace resources controls. The themes used in such operations must be in consonance with national information and propaganda programs.

e. The wide deployment of combat units, particularly into disputed areas, frequently makes them the sole representative of government in such areas. As such, they will not only be charged with providing security of the area and its populace, but also with implementing the populace and resources control plan. Positive community relationship, troop conduct, and military civic action must be emphasized to foster popular support for the government, and facilitate implementation and execution of the populace and resources control program.

f. Supply and service units possess and use military commodities and equipment desirable to the local economy. They also frequently utilize local labor and materials. These circumstances afford these units the opportunity to identify items in short supply locally, and to identify personnel who attempt to pilfer or otherwise put items to unauthorized use. No resources control program can be effective if the handling of military supplies, including those used in military civic action projects, is not closely controlled.

86. Legal Framework

A basic responsibility of any government is to define the rights of the government in defending itself on the one side, and the rights of individuals on the other. As part of its effort to combat insurgency, the government may suspend normal liberties. This may be accompanied or followed by a declaration of martial law or state of siege.

Under these conditions, situations may develop where expediency in the immediate situation suggests to government officials that they should exceed their authority. To reduce the temptation for government officials to exceed their authority in their zeal to combat the insurgency, and as a necessary part of the overall IDD effort, the state of existing law pertaining to populace and resources control must be carefully examined. It may prove necessary to promulgate additional legislation for the period of the emergency to endow officials with the right and the duty to act vigorously and effectively. Such emergency legislation should state precisely the preconditions necessary for its application. Arrest and search laws, in particular, should receive public and precise dissemination and should be applied with judicious restraint. Otherwise, rather than supporting the populace and resources control program, they will be a source of further disaffection and resentment.

87. Preparatory Planning and Actions

a. Measures designed to establish and maintain physical control of the local populace are categorized as surveillance and restrictions. These controls vary from simple identification of members of the population to absolute restriction and control of all personal life. Surveillance systems are used as an aid in detecting illegal or undesirable activities of the population. Restrictions are used to prevent guerrilla contact with the population and thereby eliminate his support by the population. These restrictions reduce or confine the activities of the people.

b. The preparatory phase includes: obtaining necessary legal authority; unifying the populace and resources control forces (police-military-civil guard elements); organizing, training, and equipping the control force; developing a psychological operations program; preparing intelligence operations; establishing Area Coordination Centers; establishing Civil-Military Coordination Committees; and establishing and refining alert and security measures.

c. The initial period of activity requires the establishing of general surveillance measures; the intensifying of the intelligence effort; the identifying of the insurgent control apparatus; the establishing of coordination procedures with military forces in the area; and the intensifying of psychological operations to win the political allegiance of the people.

88. General Control Principles

a. Control of Individuals. These measures include such controls as may be necessary to insure identification, govern travel, determine residence and employment, and control distribution of commodities. Positive identification of individuals and family groups is essential to control; however, overly harsh controls must be avoided in order to prevent the population from turning to the insurgents. The ID card system, despite the obvious drawbacks of counterfeiting, alteration, and insurgent confiscation remains the most effective basic system. All other control systems can be tied in with the identification card.

b. Control of Movement. The government must be able to impose effective controls on the movement of persons and material to prevent reinforcement of the insurgent potential. No area can be considered secure if the insurgents are able to impose their own control measures. Control of movement is, however, potentially harmful to the economy and a balance between economic and security requirements must be maintained. Movement controls must be applied with regard to local conditions and will differ, for example, in application to a fishing village and an agricultural community since the pattern and timing of movement involved in harvesting and marketing fish and produce are basically different.

c. Control of Areas. Authorities should designate and publicize areas where unauthorized personnel are not allowed. Personnel may be denied access to certain areas at all times or denied entry into certain areas only during designated periods of time. Resettlement, which is the movement of individual families, groups of households, or even entire communities by the government to newly constructed villages or towns, is a means of controlling and defending the population within the contested areas.

d. Control of Activities. A variety of innocent appearing activities often provides cover for clandestine activities. The value of restricting some of these activities may at times not be sufficient to justify the price of completely hampering public expression. Some of the activities that might be restricted are political meetings, rallies and demonstrations, social and religious gatherings, labor meetings, and adult education groups. However, most of these activities should at least be brought under observation to determine if grounds exist for restricting them. Insurgents will attempt to infil-

trate, subvert, and control virtually every facet of life.

e. Control of Materials. Measures for the control of materials should be designed to shut off supplies to the insurgents to the maximum degree possible and at the same time leave maximum freedom of commerce for the loyal population in the area. A variety of controls may be employed. Source controls are effective for completely registered populations or for commodities not in widespread production. Import controls and licensing regulations governing flow and use of materials can be very effective in many areas of the economy. Controls on internal movement of commodities, and consumption and utilization controls through rationing and distribution regulations should also be utilized as needed. Techniques for use of these controls will vary with the security of the area, availability of supplies, and the temper of the local populace. Judicious use of material controls will require detailed intelligence data.

f. Financial Controls. Insurgent movements, as well as government activities, require financial resources, and insurgent forces depend largely upon the indigenous population for their financial support. A deliberate reduction in the supply of liquid cash may be necessary to hamper insurgent "taxation" and lessen insurgent purchasing power. It may be necessary to limit the amount of cash which merchants can accept for merchandise, thus forcing large transactions to proceed through banking channels for greater ease of control. Government loans, capitalization, and encouragement may permit the formation of cooperatives, corporations, and other commerical organizations which can be required to maintain accurate records, thereby becoming less susceptible to insurgent blackmail than are individual or family activities. In developing nations, and in communities which have been subjected to serious stress, monetary exchange may have given away to a barter economy as a basis of exchange. While a barter economy is more difficult to control, basic control measures will be required to prevent insurgent manipulation. The trade base might be gold, gems, food, tobacco, drugs, or units of labor. The critical items must be determined, and realistic, enforceable controls imposed.

g. Control of Communications. The control and restriction of communications is accomplished by censorship of communications media, licensing of operators of comunications equipment; control of sales and ownership of communications equipment; and monitoring of broadcasts.

89. Relinquishment of Controls

With the increased success of the IDD operation the intensity of control measures is reduced and gradual phasing out of regular military forces is possible. Police and paramilitary units continue supervision of the populace and resources control program. Intelligence and psychological operations programs continue with emphasis upon those themes that will assist in developing a solid base of political allegiance among the citizenry.

90. Civil Information Activities and Psychological Operations

a. Each of the component programs which make up the total IDD effort require the support of a coordinated civil information campaign. The populace and resources control program needs a particularly strong support effort since a weak government cannot maintain itself by force alone. Support from the populace is needed to deprive the insurgent enemy of aid. The IDD program and its military civic action component, as well as the community relations program of the military forces demonstrate to the military and civilian parts of the community that they have much in common and that the government is genuinely concerned with the welfare and progress of all lawabiding elements of the population. Tactical military successes and progress in internal development must be exploited by all information media to reinforce the populace and resources control effort by making the restraints and hardships appear worthwhile for the achievement of security, stability, and progress.

b. Most armed forces have a system to provide information to outside news media as well as to their own members, employees, and dependents. In support of the populace and resources control effort, both of these information channels must be considered. Coordinated information programs must be achieved if the government is to retain credibility. The armed forces cannot give a story to the world press and radio and expect to keep their own civilian or military population in ignorance of what has been said. Armed forces public information personnel must consider news of the

populace and resources control program as an essential element of the entire civil information program and not as an independent activity. In any IDD effort the part played by the people is crucial and they must be kept adequately informed.

c. The use of information to motivate the population is an integral part of the IDD effort since the population is the primary target of the conflict. Media and themes will depend upon the environment and the conditions of the particular nation as well as on the stage of the insurgency. Generally, overall propaganda objectives in support of the populace and resources control program should include the following ideas:

(1) The government acts for the long-range benefit of the people.

(2) The activities of the insurgents are harmful to the people and it is these activities which necessitate the imposition of the populace and resources control program.

(3) Insurgent leaders, activists, and guerrillas are the enemies of the people who must be denied support and supplies.

(4) Citizens of honor must declare themselves, their families, and their communities on the side of the government by full and voluntary compliance with the populace and resources control program.

(5) Populace and resources control programs will be reduced and ultimately removed as the insurgent threat is reduced and eliminated.

CHAPTER 7

U.S. CIVIL AFFAIRS ASSISTANCE IN INTERNAL DEFENSE AND INTERNAL DEVELOPMENT

Section I. INTRODUCTION

91. U.S. National Objectives in Internal Defense/Development (IDD)

Within the context of the overall national objectives of the United States in the cold war, there is included assistance to the developing nations to preserve their independence from covert as well as from overt aggression. Defense against insurgency involves more than military preparedness. For this reason, as well as for humanitarian reasons, the United States desires to provide assistance to the developing nations to meet the legitimate aspirations of their people for a better life through political, economic, and social improvement. These measures, military, political, economic, and social are intertwined, for without a successful effort in all of these fields there can be no successful IDD program. In IDD, there is no clear line of demarcation between military and nonmilitary measures.

92. U.S. Organization for IDD

a. Description of and doctrine for the U.S. national organization for IDD is provided in FM 100–20.

b. Description of U.S. national level in-country organization is provided in chapter 5.

c. Doctrine and procedures for employment of U.S. Army elements having civil affairs duties and responsibilities operating in-country in support of the U.S. national objectives in oversea IDD is provided in the remainder of this chapter.

93. Commitment of U.S. Forces to Assist in IDD

a. Ideally, a country would recognize very early in Phase I insurgency that it was faced with a serious problem and would request U.S. support and assistance. Frequently, however, either the nation concerned does not recognize the full extent and implications of the problem or, for various reasons, does not wish to request external support, or does not desire to have support from a foreign army. At other times, the United States may be unable or unwilling to assist the government in power. Thus, there is no assurance that U.S. Army personnel will be committed at the time when they could achieve the most favorable results with a minimum of personnel. The situation most likely to be encountered is one where a host nation does not request or receive U.S. Army support until its condition has deteriorated to the point that Phase II activity is already manifest in at least some areas of the country. At times, U.S. support may not be provided until Phase III has been reached, or until there is an overt attempt to seize power. In this case, U.S. Army personnel may be first introduced as part of a relatively large increment of U.S. Armed Forces dispatched to stabilize the situation, and gain time for the implementation of necessary reforms and internal development activities.

b. Other circumstances which must be considered include—

(1) Situations in which third powers have attempted to assist the host nation in earlier phases, but where for some particular reason the United States subsequently enters to reinforce or replace the earlier assistance effort.

(2) Situations in which the United States provides military assistance to the host nation as part of an international effort. This situation may occur at any stage but usually does not occur until Phase II or Phase III has been reached.

(3) Situations in which U.S. or international civilian agencies have provided some nation building or community development assistance to the host country, but U.S. Armed Forces personnel have not been committed until Phase II or III has been reached.

c. When U.S. Army personnel are committed to an IDD operation they must recognize that their mission is political as well as military. All of their actions will have civil-military implications and they will be engaged in civil affairs activities. They must study what has gone before, attempt to continue and build on successful efforts, and to learn from and avoid earlier mistakes.

d. The remainder of this chapter will outline doctrine for U.S. Army personnel with civil affairs duties beginning with those which should be undertaken in Phase I. If such personnel enter the country in a later phase, they must insure that the measures which should have been taken earlier are accomplished as quickly and as fully as possible, and continue on with the other measures described.

94. The Role of the MAAG or Mission in Civil Affairs Activities

a. The U.S. MAAG or Military Mission is an instrument provided to assist the U.S. Ambassador in the fulfillment of his assigned tasks. Where these tasks include advice and support to the host country for the planning, coordination, and execution of IDD, the Chief of the MAAG or Mission is deeply committed to a variety of civil affairs activities. Prime among his concerns will be the problem of using military resources for the provision and support of governmental functions, for military civic action as part of internal development, for military participation in populace and resources control, and for consolidation psychological operations. While the military forces so involved are those of the host country, the Chief of the MAAG or Mission must orient his advice and assistance effort to provide maximum support to the host country forces in these civil affairs activities. Regardless of how these functions are labeled by the host country, for U.S. commanders they are civil affairs problems, which if neglected or inadequately handled, can cause the loss of the whole military and economic investment poured into the undecided and contested countries of the world. Such neglect can even facilitate Communist seizure and contribute to turning a U.S.-trained army against the United States. It is in the developing countries that the problem is most acute.

b. The military forces in developing countries often performs functions over and above their constitutional duties of national defense and internal security. The civil affairs activities of these forces may include national resources development, cultural affairs, relief activities, reconstruction, labor assistance to civilian farmers and industries, supplementary income and self-support activities of military units and personnel, support of dependents, and civil defense. Although the civil affairs activities of the U.S. Army cover some aspects of these, it is probable that they will have to be broadly interpreted to embrace certain features necessary in developing nations. This difference will pose problems of proper "interface" between the MAAG/Mission and the forces which it is supporting. Problems of this type may occur at every political-military command level of the two nations. Contributing difficulties may be lack of identity between the national objectives of the United States and those of the indigenous government, differing national concepts of government and public service, and cultural and linguistic differences between U.S. advisers and indigenous personnel. These problems can seriously interfere with full implementation of desirable IDD programs.

95. The MAAG or Mission CA Staff Element

a. The nature and character of subversive insurgency and the threat that it poses to most developing nations; the broad role which the host country's armed forces must be prepared to assume in the execution of internal defense operations; and the involvement of the civil populace with all military elements and operations lead to the conclusion that, within the MAAG or Mission, there should be a full-time staff element for civil affairs. This element will have primary staff responsibility for all the major activities of civil-military relations of the MAAG or Mission, and for staff supervision of the civil affairs advisory and support effort by U.S. military advisory personnel serving with host country military units and governmental agencies.

b. A schematic representation of U.S. IDD civil affairs activities depicting the development of this staff section's role and mission, as well as those of other in-country civil affairs elements, is provided in figure 4.

INCIPIENT INSURGENCY IDENTIFIED (PHASE I)	INITIATION OF PHASE II INSURGENCY	INITIATION OF PHASE III INSURGENCY
Country CI team established. CA Officer assigned to MAAG or Attache office. Collection of CA Intelligence. Preparation of CA estimate (to include extent and analysis of on-going civilian agency operations for continuation, reduction or elimination). Preparation of CA annex to country internal defense development plan. *Encourage start of military civic action program. Coordinate plan for phase-in of CA personnel with other US agencies. Initiate training of indigenous CA personnel. Commence introduction of US CA MTT's.	Continue CA intelligence collection. Assist continuation of military civic action. Insure orientation of unit supporting contingency plan (LNO from unit to country team). Recommend establishment of ASCC. Recommendations for tailoring CA unit to be employed with or without other US forces. Phase-in of certain CA functional specialists in support of US and host country civilian agencies. Continue development of indigenous CA capability. *Emphasize P&RC operations. Buildup of full scale CA staff section in senior in-country command.	Continue CA intelligence collection. Assist continuation of military civic action. Introduction of US forces, including CA units, teams and staff section sections. Phased turn-over to military forces of certain civilian agency operations (field operations only in some cases). Advising on or performance of Government functions as required. *CA operations in support of tactical & logistical units as required. Continue P&RC operational advice and assistance.

* Priority Effort in Each Phase.

Figure 4. Internal defense/development assistance U.S. civil affairs activities.

c. The CA staff element of the MAAG, Mission, or other senior U.S. in-country military headquarters has certain recurring staff responsibilities which must be monitored carefully regardless of the phase of insurgency involved. These include insuring—

(1) That each basic U.S. in-country program which involves military personnel or support is promulgated by a policy directive, in the name of the Chief of the U.S. Diplomatic Mission. This directive would be binding upon all members of the country team, should specifically outline the objectives of the program, and should recite the responsibilities and contributing support expected to be assumed by or provided to each U.S. agency involved at each applicable level of the host nation government.

(2) That stress is placed on the concept of military civic action, as a part of the overall internal development program, and as a means of internal defense, rather than simply as the provision of amenities to civilians; and that U.S. military and civilian officials are trained in the planning and conducting of civic action so that credit is reflected on indigenous forces or officials.

(3) That civil affairs, psychological operations, and public information are given staff representation throughout the command and advisory structures, in order to assure that what is *said*, to the enemy and the indigenous population is coordinated with what is *done* to both these groups, and with what must be factually reported to the world in the press.

(4) That all information personnel are given full training in IDD and military participation in its noncombat aspects.

(5) That indigenous forces are encouraged

to keep staff civil affairs and psychological operations officers at lower levels free of other duties so that they can put the proper emphasis on the civil populace and the insurgent movement.

(6) That staff functions vital to IDD operations are allocated to separate U.S. advisory positions with no major additional duties or responsibilities to detract from full emphasis on each such field.

(7) That advisors at subnational levels are given a well-rounded course in all of the noncombat aspects of IDD, the basics of local government administration, and a familiarization with rural life in their areas.

Section II. PHASE I ACTIVITIES

96. Priority of Effort

a. Since the host country national priority of effort in Phase I is given to internal development, the MAAG or Mission priority of civil affairs activity in this phase will normally assist the indigenous armed forces in the planning, staff supervision, and execution of a military civic action program. This will frequently require additional civil affairs qualified U.S. personnel, at least temporarily.

b. A primary means of obtaining temporary additional help for a MAAG or Mission is by request for a Mobile Training Team (MTT) (AR 551–50). The introduction of an MTT in-country frequently will be more acceptable to the host country, especially in Phase I, than would be an increase of strength in the MAAG on a permanent basis. Host countries are also frequently more willing to allow MTT's to work with civilian and military officials at subnational levels than to allow the introduction of longer term advisory personnel. Further, the presence of a few foreign military personnel to instruct in positive nation building or developmental techniques is less likely to arouse fears, either in the country or among its neighbors, than a proportionate increase in the number of combat advisors. For these reasons, the CA staff element of a MAAG or Mission should strive to have the Chief, MAAG or Mission, request the services of one or more MTT's to provide required instruction in civil affairs activities. Whenever an MTT is in-country the CA staff element of the MAAG or Mission will have primary staff responsibility for its direction and support.

c. Paragraphs 97 through 99 describe the Military Civic Action MTT, which is the most common, but the same principles would be applicable to any civil affairs MTT in any phase of insurgency. Military Civic Action as part of the host country's internal development program is described in chapter 6. The role of the CA MTT is to evaluate relative needs, stimulate participation, and add vitality to the program.

97. Military Civic Action Mobile Training Teams—General

a. U.S. Military Civic Action Mobile Training Teams have been formed for specialized assistance to other nations (AR 551–50). When deployed, these teams become a part of, and work through, the MAAGs and Missions. The work of a team may include—

(1) Orientation of the MAAG or Mission staffs and other members of the Country Team, as appropriate, on the military civic action concept, and the role of the MAAGs and Missions in the program.

(2) A survey of the country for needs which can be met through military civic action.

(3) Development of a military civic action program for the specific country.

(4) Training and guidance of local forces, and technical assistance on specific projects.

b. Military Civic Action Mobile Training Teams normally will consist of from one to five people. The teams may be composed of military officers, enlisted personnel, civilians from one of the service departments or civilians from any other governmental agency. One person, usually the senior military man or civilian, will be designated as chief of the team and will be responsible for seeing that proper procedures are followed, necessary contacts are made, reports are prepared and forwarded, and that the team functions as a unit. Thorough area orientation and knowledge of the local language will greatly aid the team chief in his contacts with the local populace. Team composition is determined by the needs of the area requesting the team, and members of a team should be qualified in the fields of activity for which the team is to be dispatched. The following fields are

examples of areas of activity in which MTT's may be employed:

(1) Government (Political-Economic Affairs).
(2) Civil-Military Relations.
(3) Engineering.
(4) Sanitation.
(5) Medicine or Public Health.
(6) Community Development.
(7) Commerce and Industry.
(8) Agriculture.
(9) Education.
(10) Psychological Operations.
(11) Public Relations.

c. Major assignment considerations are—

(1) The team is considered for all purposes of jurisdiction and responsibility to be a part of the MAAG or Mission. Team activities are carried out under the supervision of the Chief, in coordination with representatives of the other U.S. agencies making up the country team, and are subject to all regulations concerning conduct and duty of official U.S. personnel stationed in that country.
(2) Unless time or other circumstances prevent, the team is assembled prior to departure for briefing and orientation by the appropriate service departments, Defense, State, AID, USIA, and other governmental agencies. Briefings will cover current political, social, and economic conditions prevailing in the country to which the team is assigned.

98. Military Civic Action Mobile Training Teams—Procedures

a. While en route to the country where it will work, the team normally visits the headquarters of the unified command which supervises the MAAG or Mission of that country. The team briefs the unified commander and his staff on its mission and receives instructions, guidance, and information concerning the country. The unified command staff briefs the team and provides essential information on the latest political, economic and military situations.

b. On arrival in the country, the team reports at once to the MAAG or Mission Chief for administrative and policy orientation. As early as possible the MAAG or Mission Chief is briefed on the proposed plan for accomplishing the civic action mission. Local situations and conditions govern procedures in each case. A suggested sequence of procedure, not intended to be all-inclusive is—

(1) Determine what is being done or has been done by local forces in the military civic action field. It is necessary to know the attitude of the local military forces toward the people, how the people feel about the military forces, and what projects and programs, if any, have been undertaken by the military forces to gain the respect and confidence of the people.
(2) Understand the organization and capabilities of the military forces to perform military civic action projects.
(3) Become acquainted with key military and other governmental officials.
(4) Learn the basic economic needs of the country. Each team member can concentrate on the needs in his specific field.
(5) Visit all possible sections of the country to observe social and economic conditions.
(6) Prepare the portion of a program pertaining to the activities which each specialist on the team is qualified to judge and analyze. Some of the things which should be considered in preparing such a program are—
  (*a*) Whether the military has a tradition of participating in public affairs that brings the military and civilians to a closer understanding of each other.
  (*b*) The basic needs of the local areas with which the military can assist.
  (*c*) The training required to accomplish military civic action projects or prepare personnel for useful roles in civilian life.
  (*d*) Specific projects in specific areas which the military forces can undertake with little or no additional funds. (Primary responsibility for funding military civic action programs in a country rests with the host government. Military civic action projects which require major funding should be carefully evaluated.)
  (*e*) Whether local community councils of military and civilian representatives are used, and, if not, the desirability of instituting them.

(7) Discuss and coordinate the program or plan of action with the MAAG or Mission staff and other elements of the country team staff members.

(8) Present the completed program or plan to the MAAG or Mission Chief and recommend its presentation to the country team for approval and implementation of those projects which may be undertaken at the country team level. Projects which require funding are presented to the country team for consideration and funding in accordance with current MAP procedures.

c. Reports which must be rendered include—

(1) Interim reports are submitted by the MTT Chief, monthly or more often as indicated by progress, through the Chief of MAAG or Mission to the Director of Civil Affairs, ODCSOPS, Department of the Army, with a copy to Commandant, U.S. Army Civil Affairs School.

(2) A final report is prepared by the team as prescribed in AR 551–50.

d. Debriefing procedures should provide for—

(1) Return to home station by way of the unified command headquarters, where the staff is briefed on results of the team efforts.

(2) If the team has been provided from CONUS, return to CONUS and report to the Director of Civil Affairs, ODCSOPS, Department of the Army, Defense, State, AID, USIA, and other interested agencies.

99. Problems to be Overcome in U.S. Sponsored Military Civic Action Programs

a. The U.S. technician not only needs to be a specialist in his field but he must also develop the ability to teach these specialties to persons with different customs and viewpoints. Technicians who have had little or no training that will help them follow this principle will often frustrate the indigenous personnel and themselves by continuing to seek a level of technical perfection that is actually beyond the environmental limitations of the area in which they are working. Therefore, thorough indoctrination in methods of introducing modern science and techniques into new areas is imperative. The object must be to help the people improve what they already have. Insistence upon technical precision beyond the environmental tolerances of the country may accomplish the short-range goal of completing a given project, but fail in the long-range goal of improving the capability of the indigenous personnel to respond to the needs of their own country. To obtain the long-range goal, the technician frequently may have to lower his own standards enough for the indigenous technicians to reach them before he can start thinking about raising indigenous standards to modern levels.

b. Communist propaganda preys on emotions and skillfully foments antagonisms to U.S. programs. Therefore, U.S. military and civilian assistance programs are more successful when conducted in such a way as to—

(1) Reach the masses of the people.

(2) Yield some tangible and prompt benefits.

(3) Involve active and constructive participation of the people.

(4) Develop pride of the people in their own achievement or status.

100. Other Phase I Civil Affairs Activities

a. The CA staff element of MAAG will initiate collection of civil affairs intelligence upon which to base the civil affairs estimate of the situation. Civil affairs intelligence requirements and collection capabilities are described in chapter 4. An outline of a civil affairs Intelligence Collection Plan is shown in appendix F, and with minor modifications will serve as a basis for this work in any phase of insurgency.

b. The CA staff element of MAAG will prepare the Civil Affairs Estimate of the Situation (FM 101–5 and app E). The initial Civil Affairs Estimate of Situation must cover the work of civilian agencies whose activities relate to any civil affairs major activity in the country in order to avoid duplication of effort and provide for the continuation of programs and approaches which have proven successful in the country concerned.

c. The civil affairs annex to the Country IDD Plan (FM 101–5) should cover as a *minimum*—

(1) Military civic action by indigenous forces and required U.S. support.

(2) Need for and type of MTT's to be requested.

(3) Need for and type of CA permanent party personnel required to work with other U.S. agencies and host country subnational governmental structure.

(4) Civil affairs training program for indigenous forces and required U.S. support.
(5) Civil affairs effort required of indigenous forces to provide for or support the functions of government that are weak or nonexistent in certain areas of the country.

Section III. PHASE II ACTIVITIES

101. Priority of Effort

Phase II insurgency requires that the host country governmental structure be strengthened at all levels. Emphasis probably will be placed on the use of indigenous and U.S. military personnel for this purpose. The principles set forth below, while applicable to advisors in any phase of insurgency, are especially applicable to Phase II. Frequently the U.S. Armed Forces will not have had the opportunity to provide advisors at subnational levels in an earlier phase; and the Phase II situation represents the last hope of defeating the insurgency short of a war of movement, which might require a much greater U.S. commitment. The provision of U.S. military advisory personnel at this stage of an insurgency is an application of the principle of economy of force.

102. U.S. Military Influence in Civil-Military Relations

For both the host country military commander, and the U.S. MAAG or Mission Chief, the relationships between the host country military forces and the civilian population of the nation are a matter of overriding importance to the entire IDD effort. By virtue of common interest, common schooling, and similar military problem areas, the most effective point of contact between two countries may be through military channels. When such is the case the improvement of civil military relations can best be accomplished by the Chief of MAAG or Mission. This may also be the most effective channel for suggesting the provision of U.S. military personnel as advisors at the various echelons of government.

103. Basic Principles for the Selection, Training and Use of Military Advisors in IDD Assistance Operations

a. These principles are applicable to all advisory roles in IDD operations. They are particularly important for those positions at the subnational level where the advisor is working with a military or civilian counterpart who has responsibility for some or all of the nontactical aspects of the IDD effort. Key positions, particularly in the field, must be identified and the best qualified and trained people must be placed systematically in these jobs. The U.S. officer assigned as an advisor must have some knowledge or training in every responsibility of his counterpart so that he can avoid giving military advice that would detract from some other activity of his counterpart. He will frequently find his counterpart involved in almost every function of local government because the primary mission may be an attempt to establish government in a particular area.

b. U.S. military officers selected as advisors must be trained in all U.S. country team programs. Prior to commitment, an advisor should be told specifically what portion of the country he is going to and should be area-oriented for it in detail. This will extend his productive period without lengthening his in-country time.

c. The advisor must convince his counterpart that he understands the problems involved, is technically qualified to help solve the problems, and lastly, that he is *willing* to help solve the problems. The modus operandi of a successful advisor may well include a policy of allowing his counterpart some "freedom from advice" during work hours, but on the other hand, spending considerable off-duty time with him and developing close working relationships through common interests, both in work and off-duty activities. Where possible, key U.S. advisors should be quartered where they can entertain indigenous officials. U.S. advisors generally should stay in the background, letting attention focus on the indigenous official rather than on the American. The effective advisor must look at his job in a broad perspective. He must be curious and knowledgable about the people in the area in which he works and not limit himself to those functional matters within a job description. Finally, the effective advisor must have a real understanding of the political reality under which his counterpart works.

d. The military subnational level advisor often may be the best means through which to present advice from U.S. civilian as well as military agencies. Frequently indigenous provincial officials

may be military officers, and as such, they may tend to accept advice more readily from a military advisor than from a civilian. In almost every case, however, the military advisor is in a position to at least reinforce civilian agency advice on political, economic, and sociological matters.

e. In those situations where indigenous military officers also act in a civilian capacity it is essential that all elements of the U.S. country team understand the dual military and civilian roles occupied by such officers and their total impact on the IDD effort. A province or district chief may at the same time be a civilian official governing civilians, and a military commander *affecting* civilians. All U.S. advisors must avoid pressures that will result in the counterpart's attention being focused on either role to the detriment of the other.

104. Support of Host Nation Governmental Activities

a. The subnational level U.S. military advisor must be prepared to assist in subnational level planning and execution of the overall IDD effort as outlined in chapter 5. This will include advice and assistance to his counterpart in security matters and all other internal defense matters. He should place emphasis on public administration, and the total function of government, appropriate to the extent that his counterpart is so responsible.

b. To accomplish these activities the U.S. military advisor will frequently serve as liaison between his counterpart and various U.S. in-country agencies. These may include both civilian and military agencies. One of the primary ways he can assist his counterpart is in helping him to make his own governmental system work. It will do little good if the U.S. advisor accomplishes all action by means of U.S. channels and U.S. resources, if, in the process, his counterpart does not learn how to establish procedural and functional channels for his administration and logistics within the framework of his own government. While the unilateral use of U.S. channels and resources may be necessary in emergency situations, or as an initial means of establishing influence, continued unilateral action by the U.S. advisor will be self-defeating. Misuse of the dual channel concept can also destroy rapport if the U.S. advisor continually goes over the head of his counterpart by using U.S. channels. The dual channel concept properly applied, however, can be most productive. At each echelon of the indigenous government above his own there are likely to be other U.S. advisors. While making parallel reports through U.S. advisory channels, the advisor should encourage his counterpart to submit his own requisitions and correspondence through his own channels. Thus the advisor at the next higher echelon will be made aware of the situation and can influence his counterpart to take the necessary action. Similarly, dual channels can be used for requests for action directed to any lower governmental echelon where there is a U.S. advisor.

c. The U.S. subnational advisor in assessing the situation in his area should use (and encourage his counterpart to use) the survey list set forth in paragraph 97. While this survey list was prepared primarily for use by civil affairs MTT's, it can also give the U.S. advisor a method for obtaining a reasonably complete picture of the situation in his area and a basis upon which he can advise his counterpart. Unless he is the first one to be assigned to the area, the advisor should also learn what his predecessor has done, or failed to do, and what other agencies are doing, and build upon that foundation.

105. Operations by Subnational Level Advisors in Coordination With and in Extension of the Work of U.S. Government Civilian Agencies

a. Subnational level advisors contribute to the administration of USAID and other U.S. agency programs in the areas where they are located by supporting their activities. Many advisors can expect to spend more than half of their time in the civil support area. In functions such as civil affairs and psychological operations, a major subnational level U.S. advisor's staff should have an officer devoting full time to each of these activities. Generally the support rendered by subnational level advisors in these fields may include—

(1) Assistance in the creation, management, and utilization of an ACC for each operational area as a primary means of obtaining requisite coordination of all IDD activities.

(2) Total or partial administration of certain specialized programs such as returnees or refugees.

(3) Relief assistance to refugees and the civil population.

(4) Technical support such as providing engineer officers to inspect self-help projects or to work with indigenous public works staffs.

(5) Influencing the indigenous military and paramilitary forces to participate in military civic action projects that bear upon the overall USAID effort.

(6) Providing security and administrative support in messing, transportation, communication, and billeting for personnel of USAID, USIS and other U.S. agencies.

(7) Joint activities, including reporting, sitting together on local councils, and advising the same indigenous governmental officials.

b. It can be expected that USAID, USIS, and other U.S. agencies will use subnational level advisors in some of the following ways:

(1) Reinforcing advice to indigenous governmental officials as the opportunity arises in planning self-help projects, procurement of materials, rapid payment of relocation funds and indemnification monies, and similar matters that affect the civil population.

(2) Monitoring projects in progress.

(3) Periodically providing materials for the local economy and overseeing receipt and disposition of materials and supplies.

(4) Managing USAID originated imprest funds for use in short-range and stopgap actions.

(5) Reporting information concerning the status of projects in his district.

(6) Monitoring the general status of the civil populations, functioning of cadres, and receipt of returning or defecting guerrillas or refugees from guerrilla areas.

(7) Acting as a continuous observer, evaluator, and reporter on the civil scene within his district.

c. The military advisor at the lowest levels will probably not have a U.S. civilian counterpart. Therefore, he must receive directions from all of the U.S. country team elements and will represent the entire United States effort between the periodic visits of specific representatives of various U.S. agencies.

106. Other Phase II Activities

The numerous civil affairs activities of the subnational level U.S. military advisory personnel require the establishment of a full CA staff section in the senior U.S. in-country headquarters (MAAG or Military Assistance Command). This staff section, in addition to continuation and expansion of Phase I activities and the supervision of those described in paragraphs 97 and 105, must prepare plans for the possible introduction of U.S. Army CA units into the country as the situation may require.

Section IV. PHASE III ACTIVITIES

107. Priority of Effort

a. When an insurgency has reached Phase III, the government of the country is literally fighting for its existence, and the U.S. military element assisting that government must emphasize that part of the internal defense involving tactical operations against insurgent forces. For U.S. civil affairs advisors and CA units of supporting U.S. forces this means that, at least in those areas where serious combat actions are underway, priority of civil affairs activity must emphasize provision of civilian support for and prevention of civilian interference with tactical and logistical operations. Of all internal defense civil affairs operations, this phase of insurgency brings into play civil affairs activities most closely akin to those of limited war (ch 5 and 6).

b. From the point of view of civil-military relations, however, a war of movement in an insurgency environment basically is different from a situation of equal combat intensity in a war between nations. The difference is that even in Phase III of an insurgency, the ultimate goal for all military operations remains the gaining of the loyalty of the people for their government. Without the support of at least a majority of the people, no government can hope to survive a Phase III insurgency. Thus while the civil affairs activities may be basically similar, and involve the same techniques as those in limited war, the emphasis which must be placed on civil affairs in defense

against insurgency is much higher than it would be in a situation where the people were patriotically supporting *their* government in a war against a clearly *foreign* enemy.

c. Psychological operations in support of civil affairs activities in a Phase III insurgency are of paramount importance. The people must be persuaded toward loyalty to their government while that government and its allies appear to be causing great damage and death all around them. These persuasive efforts must be made by all civilian and military elements of the government and of those of its allies, and, for the U.S. elements, is a delicate task. U.S. forces have a sophisticated psychological operations capability at their disposal and access to considerable material goods that can be distributed among the people. Both must be handled in such a manner that they reinforce the *indigenous government's* efforts to win over the people, and do not complicate the problem by injecting and magnifying the U.S. image *between* the people and their government. The U.S. advisor does this by remaining as much as possible in the background while the indigenous military unit or official he is advising reaches out to the people. As a member of a U.S. military unit conducting operations among the people, he must constantly seek to bring the indigenous official onto the scene to make it obvious that the American unit is assisting the indigenous government and is acting only in its behalf.

d. Therefore, civil affairs and psychological operations support to the combat units of both the indigenous and U.S. forces must be provided in much greater depth and breadth than normally is required in limited or general war. Indigenous units down to and including battalions will require skillful advice and assistance in maintaining the balance between the influence of U.S. and their own civil affairs and psychological operations efforts. If the indigenous forces do not have adequate CA and PSYOP units, similar U.S. units may have to be provided for such support down to and including brigade level to assist the indigenous forces in extending the government to the people through persuasion and good administration. In a Phase III insurgency the lack of stability and viability of the government may well reach into the middle echelons of administration; and the military forces, U.S. or host country, must in the interest of their own operations, as well as for political reasons, provide at least minimal governmental services in the territory which they hold or seize.

108. Community Relations

a. Unless the U.S. forces (and their host country allies) understand the requirement for good community relations and proper conduct, the best planned civil affairs effort by CA staff elements and units will be of little value. The rules of troop behavior required in a counterinsurgency situation are complicated. U.S. personnel must not only conduct themselves to the best advantage; but, by their example as well as by their advice encourage the indigenous military to improve its conduct. Mere generosity on the part of U.S. troops is not enough, particularly when that generosity is practiced with an unconscious show of wealth, a disregard for local custom, or is accompanied by loud or unusual behavior.

b. In addition to the normal civil affairs training requirements for U.S. Army personnel (ch 1), at least three additional training requirements must be added for U.S. troops committed in an internal defense operation—

(1) Pre-embarkation training for all personnel to include detailed and specific treatment of conduct among civilians in the area of operations.

(2) Training for all officers, and senior noncommissioned officers, destined for duty in internal defense operations or other service in developing countries in using community relations techniques to the advantage of the host nation.

(3) In-country orientation courses for all military personnel.

c. These same rules apply to official U.S. behavior. Great care must be taken in local procurement of labor, real estate, and supplies, to avoid unnecessary disruption of the economy by pricing local civilians out of the market for things they must have in order to live.

109. U.S. and Combined CA Units Operations

a. US CA units should be attached to U.S. tactical commands for civil affairs support of the commander's mission. Indigenous military civil affairs personnel must be trained for similar use with their own tactical commands and for the formation of combined U.S.-indigenous force civil affairs units that will provide U.S. tactical com-

mands civil affairs support with built-in language, economic, political, and cultural knowledge.

b. When a U.S. troop buildup occurs, in-country coordination of the United States effort at subnational level becomes exceedingly important. If there are to be elements of a U.S. tactical unit operating in a subnational governmental area, the U.S. military advisor to the chief of that area needs to know their plans and operations. Without such coordination, there is likely to be confusion of action among indigenous officials followed by protests through separate U.S. and indigenous channels. The best method of avoiding such problems and obtaining requisite support for U.S. units operating in the area is to have the CA staff element or unit of the U.S. military command establish and maintain liaison with the U.S. military advisor to the local governmental area chief. The U.S. military advisor should be the point of contact with the local government, and operations in the area should be coordinated with him. In the event of a serious emergency which requires immediate action affecting the local government or people, or if the U.S. military advisor is not available, direct liaison may be established with the local government by the command support CA element. The U.S. military advisor should be fully informed as soon as he can be contacted.

c. The U.S. military advisor to a host country operational area generally will provide the U.S. forces operating in that area with liaison to indigenous officials which normally is provided by USCA area support units. However, U.S. troop units should not rely upon the U.S. military advisor to local governments to provide liaison for them to U.S. civilian agencies. This liaison should be performed by their own CA elements, although the U.S. advisor should also be kept informed.

110. Military Civic Action by U.S. Forces

a. The principles of military civic action described in chapter 6 apply with equal validity to programs undertaken by U.S. forces.

b. A U.S. unit preparing for a military civic action mission must inventory its goods and skills in coordination with other elements of the U.S. country team against the needs of the locality in which it is located, and establish programs that will fit into the environment and will help the people toward a better life.

c. CA units, when available, are well qualified to plan, supervise and provide specialized assistance in the performance of military civic action projects of U.S. forces. Overall planning and coordination of such projects with other developmental activities of U.S. and host country agencies is a matter of primary interest to the CA element of the staff. This element should monitor the program to insure that—

(1) Military civic action by U.S. forces is supplemental to and does not detract from the area of major emphasis, that is the conduct of civic action by indigenous forces.

(2) A proper balance is maintained between the provision of treatment and environmental health improvement measures. Joint policy directives outlining the USAID public health program provide specific guidance for all U.S. advisory and operational personnel for the training and integration of health workers into the indigenous system.

(3) Recognition is given to the varying relationships between U.S. tactical units and the people. U.S. military civic action plans are phased so that unilateral U.S. action, required initially to break insurgent control and gain intelligence, is accomplished, but that subsequent steps in the U.S. military civic action program in a given area are designed to transfer credit to indigenous government agencies.

d. Military civic action is an important subsidiary task of tactical units committed in search and destroy, or in clear and hold operations. The length of time a unit is committed to an area will dictate the type projects undertaken, but the importance of military civic action to the overall success of the operation must not be overlooked. The civil affairs staff officer of the committed tactical unit should contact the U.S. operational area advisors so that military civic action can be coordinated with the indigenous government, and other U.S. agencies. Such coordination may be difficult in case of rapid commitment. In search and destroy operations it is particularly difficult to anticipate specific military civic action requirements. Two steps may be taken to cope with this problem; first, the development of a list of materials for stockage and support of military civic action in rapid commitment; secondly, advance coordination with USAID representatives to prepare

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lists of civic action projects which are desired for possible areas of commitment. These lists should be compared, priorities established, and then given to the tactical units as a basis for selection of military civic action projects on commitment to any of these areas.

e. USIS and Psychological Operations units should exploit military civic action but must be careful not to focus attention on U.S. units at the expense of the indigenous government in this effort.

111. Populace and Resources Control by U.S. Forces

a. The requirement for psychological operations support prior to, during and after populace and resources control operations is even greater than for military civic action since the latter program speaks for itself, whereas the former almost always needs careful explanation and justification.

b. The basic principles of populace and resources control are described in chapter 6 and these apply with equal validity to populace and resources control actions by U.S. forces.

c. In the operation of a populace and resources control program, paramilitary forces may be the most essential element. One means of providing for better coordination with these units in area where U.S. forces are committed, is through the conduct of integrated populace and resources control operations; that is, operations conducted by a combined force of paramilitary personnel and U.S. military personnel. If this is successfully accomplished, the paramilitary organization will not only increase in overall effectiveness, but the U.S. military forces involved will have extended their own capabilities to secure an area, gain intelligence, and effectively impose populace and resources control.

112. Other Phase III Activities

a. The same situation which applies to indigenous military units taking over areas previously under insurgent control will also frequently apply to the U.S. units in the same role. Until the civil branch of the indigenous government can respond to them, the people taken under control are a military civil affairs problem. The answer to the U.S. commander's problems in this respect is combined civil affairs operations that will allow authority and assistance that reaches the indigenous people even though the indigenous organization is backed, supported, advised, and trained by U.S. or other allied personnel.

b. In Phase III, many U.S. Government civilian agency's operations are impaired or even stopped altogether because of the security situation. In such cases, U.S. military personnel, with appropriate skills, may be used to take over this work in contested areas. US CA units may be of particular assistance to USAID in this by providing personnel to maintain the USAID operation wherever possible, or by assuming USAID missions and functions in the areas of combat operations.

CHAPTER 8

CIVIL AFFAIRS OPERATIONS IN THE THEATER

Section I. THEATER LEVEL CONSIDERATIONS

113. Theater Commander (Commander of Unified Command)

a. The conduct of relationships between foreign national governments and the theater commander in a theater of operations depends upon the degree of civil affairs authority delegated to him. The policies governing his authority will be decided at the highest level.

b. When U.S. diplomatic representatives are in the area and functioning, relations between them and the theater commander will usually be delineated by Executive Order and may be based on the organization of a U.S. country team (ch. 1).

c. When U.S. diplomatic representatives are not in the area, the theater commander normally is given full authority within national policy, to contact foreign governments in his area of operations and to advise, assist, coordinate, or exercise controls, as required. The extent of such authority will vary.

d. The theater commander must accomplish his military-political mission and comply with the applicable provisions of international law, treaties, and agreements with respect to the inhabitants, governments, and economies of occupied, liberated, or host territories. He is responsible for the provision of civil affairs guidance and policy directives to all forces under his command. He is authorized, but not required, to delegate civil affairs authority to subordinate commanders as appropriate. Since Army forces have the unique capability of providing control of land areas and the population therein, implementation of civil affairs portions of the theater plan normally is delegated to Army elements of the unified command in the operational command chain. In the event civil affairs authority is not delegated, the theater commander retains the responsibility for planning, determination or organization and procedures, and implementation as discussed in paragraphs 118 through 137.

e. In the conduct of his relations with the civil government(s) in the area, the theater commander, within the designated limitations of his authority, establishes and delineates policies which are to be implemented, and assigns missions to major subordinate commands. However, he does not normally furnish detailed instructions on the manner of execution. The theater commander utilizes G5 staff sections and CA units within the theater of operations at the various levels of civil government as the points of contact with local officials.

f. The scope of the theater commander's civil affairs activities will vary dependent on the degree of control, if any, maintained by the host government over its populace and resources. Civil affairs activities may also be circumscribed by the provisions of any international agreement to which the United States and the host countries are parties (see subsequent paragraphs). In general, the following sets of circumstances may be extant:

(1) Where an adequate civil administration is in existence, civil affairs activities may be limited to the conduct of proper relations between U.S. forces and the civilian population, and such procurement or utilization of local resources or facilities in support of military operations as may be authorized.

(2) Where the civil administration is inadequate, unwilling, or unable to function in all areas of normal governmental activity, the civil affairs activities of the theater commander may include exercising some of the normal functions of civil administration, as authorized by international agreement or national policy.

(3) Where civil administration is wholly inoperative, it may be incumbent upon the theater commander to perform all functions of civil government, again as authorized by international agreement or national policy. In this event, as well as under the circumstances indicated in paragraph 112, control of governmental functions should be restored to the recognized civil government at the earliest possible time.

114. Political Advisor

a. The Department of State, as the agency within the U.S. Government primarily charged with the development and implementation of foreign policy, may furnish a political advisor to the theater commander.

b. The duties of the political advisor are to advise the commander on established policies in such matters as governmental affairs and relations with other allied and neutral countries, and to furnish informal contact with the Department of State.

c. Contact between personnel of the theater CA staff section and of the office of the political advisor should be habitual, informal, and characterized by mutual confidence.

115. Fundamental Considerations

a. The conduct of civil affairs operations within a theater is influenced by two critical variables which have a determining influence upon both the concept of civil affairs operations and the command structure required to execute that concept.

(1) The legal basis for the entry of U.S. forces into a country in which operations are to be conducted is the first of these variables. U.S. forces may be present within the territory of another sovereign nation either on the basis of an invitation from the government which it recognizes, or may enter the territory of a hostile power by force of arms against the will of the government of that nation. In the first situation, U.S. civil affairs operations will be directed primarily towards establishing effective liaison with the recognized governmental authority and providing advice and support to that government. In the second situation, U.S. civil affairs operations may involve the establishment of a military government of the occupied territory. The basic principles of military government operations are described in chapter 13.

(2) The second critical variable involves the nature of the operation; i.e., U.S. unilateral as compared to U.S. participation in combined operations. In U.S. unilateral operations the theater commander has far greater freedom of decision in determining his concept of civil affairs operations and his command structure. In combined operations both the concept of civil affairs operations and the civil affairs command structure will be greatly influenced by international agreements to which the United States is a party. Those currently in force generally provide for integrated civil affairs operations to be achieved through a combined command as opposed to establishing separate areas of national civil affairs responsibility. When the United States engages in a war as an ally of a nation or nations with which it has concluded such an agreement, or, if, in the absence of such an agreement, U.S. national policy is opposed to the establishment of separate areas of national responsibility for civil affairs operations, the theater commander will be called upon to provide the U.S. element of a combined staff section. Generally the actual conduct of CA unit operations, in either the command support or area support role, is not materially modified and the principles set forth elsewhere in this manual are applicable to U.S. civil affairs operations in either unilateral or combined operations. The difference between the two involves primarily the chain of command which controls civil affairs operations in the theater. (For detailed treatment of this subject see para 129 through 131.)

b. The impact of the use of biological, chemical, and nuclear weapons on civil affairs operations is discussed in chapter 9.

c. Civil affairs operations generally are characterized by the fundamental concept of centralized direction at the highest practical level and decentralized execution, coupled with the integration of the military and civilian effort at the low-

est echelon. Such operations require intensive planning, flexibility, and maximum adaptation to, and utilization of, local political-social structures and resources.

116. Plans and Orders

a. The attainment of national objectives in military operations in which U.S. forces participate depends in a large part on recognition of the necessity for prior planning at the theater level for conduct of civil affairs operations. Detailed prior planning is essential at all echelons of command; however, the theater commander must provide an overall civil affairs plan for guidance of his subordinate commanders in order to prescribe the objectives of operations and insure continuity of policies and uniformity of their application. Such guidance must relate not only to ultimate objectives but must also be pertinent to operational phases and functional specialties.

b. Planning procedures to include the formulation of plans, coordination in the preparation of plans, assignment of planning tasks, determination of planning phases and programs, and the preparation of outline plans are fully described in FM 101–5. Planning for the conduct of civil affairs operations is a continuous process, but consists primarily of three basic steps—

(1) Compilation of essential information and data relative to missions of the major commands concerned and the actions they propose to accomplish those missions.

(2) Analysis and evaluation of assembled information to determine feasibility and capability of the various methods for accomplishing the civil affairs objectives as provided by higher authority.

(3) Preparation and dissemination of plans, directives, orders, and instructions necessary for subordinate units to plan for and execute the functions involved in their civil affairs operations.

c. At all echelons of command planning considerations include, but are not limited to the—

(1) Manner in which civil affairs operations may best contribute to the overall mission of the command.

(2) Coordination of operations with other operations.

(3) Requirements for unit and administrative support for civil affairs operations.

(4) Capability of the command to support civil affairs operations.

d. The military force serves primarily as an instrument of national policy in the attainment of political objectives. Accordingly, the theater commander insures that primary attention is given in the preparation of his plan to the political-military objectives which he has been directed to attain and to limitations which may be imposed on his operations by international law, terms of treaties or agreements, and policy guidance received from higher authority. A detailed study must be made of area intelligence to include geographic and economic features; the density and composition of the population; forms and levels of government; and attitudes, customs, and traditions of the people.

e. The overall theater civil affairs plan prescribes the objectives of the operation, provides information on the anticipated phasing of the operation, and assigns civil affairs missions and furnishes guidance on the delegation of civil affairs authority to commanders of major tactical and administrative commands. Plans of major subordinate commanders to whom civil affairs authority is delegated establish the CA organization and requirements for units, and include directions on deployment of command and area support units. The overall theater plan furnishes general instructions on relationships with national or local civilian authorities, including the degree of advice or assistance to be rendered, or the degree of control, influence, or supervision to be used. Plans of subordinate commanders set forth policies pertaining to conduct of the various functions, and the levels of government at which they will be conducted. Guidance is also included on the extent of procurement of local supplies, equipment, and services for military use; and the furnishing of civilian relief, economic aid, and other matters essential to the conduct of civil affairs operations.

f. When projected operations are to extend into the territories of two or more nations, variations of objectives and policies with respect to each nation may necessitate clear differentiation in plans. Planning for deployment of units should stress simplicity and flexibility so that unforeseen requirements can be met readily with minimum disruption of the planned organization. Each civil affairs plan involving operations in countries with which suitable civil affairs agreements have not been negotiated should include drafts of agree-

ments, covering those matters essential to the accomplishment of the plan, as a basis for agreement negotiations.

g. The theater civil affairs plan is put into effect by issuance of appropriate orders and instructions. Determination of whether civil affairs instructions are to be included in the operations or administrative order, or both, is based on the nature of the operation and necessity for direction of subordinate elements on such matters as objectives, delegation of civil affairs authority, and general policy guidance.

h. The theater civil affairs officer is responsible for primary staff supervision of civil affairs matters within theater. Based on directives and guidance of the theater commander, civil affairs plans and operations are coordinated at all echelons between major army subordinate commands by exchange of liaison officers, command and staff liaison, or both. Lateral commands are mutually responsible for exchange of information, requests for supporting action, and coordination in areas of mutual concern.

117. Handbooks

Civil affairs handbooks may be published by the U.S. theater headquarters, or, in combined operations, by the senior allied headquarters, to serve as a basis for the training of personnel assigned to civil affairs duties and to provide information and guidance on applicable policy directives for the planning and conduct of civil affairs operations. Due to variations in treaties and civil affairs agreements, as well as in objectives and policies, it is normally desirable to provide separate handbooks for each country in which civil affairs operations are to be conducted. Handbooks of a general nature, setting forth basic policies pertaining to the organization and conduct of civil affairs operations and containing basic documents such as initial proclamations, laws, and ordinances, or the provisions of civil affairs and other agreements, are of particular value to nonspecialist officers. Such handbooks may be supplemented with other technical handbooks containing detailed procedural guidance on the various functional specialities, primarily for the use of specialist personnel. Although handbooks must include sufficient information on the political, sociological and economic structure of the area of concern to permit an understanding of the actions which are to be taken, they do not constitute a primary source of area intelligence. Handbooks should be prepared in the form of ready reference guides and may contain information on the historical background and social and economic development of the country; governmental structure at national, provincial, and local levels; organization of political parties; police, security, and legal systems; banking and monetary systems; civil service system; treatment of civilians; establishment of courts, as appropriate; anticipated problems in the area; and measures for the protection of U.S. and allied elements of the military force. These handbooks should be prepared in looseleaf form to facilitate revision.

Section II. U.S. UNILATERAL CONCEPT OF OPERATIONS AND ORGANIZATION

118. Delegation of Civil Affairs Authority

a. The theater (unified) commander normally will reserve certain major civil affairs activities to himself, such as national government level liaison and, as appropriate, negotiation of international agreements. He will, however, normally delegate the major part of his civil affairs authority to subordinate commanders in the operational chain of command.

b. In some intensities of conflict, particularly in the mid- and low-intensities, the environmental situation will be such that the theater (unified) commander will have created a subordinate unified command for the direction of actual combat operations. Under these circumstances, the delegation of civil affairs authority will be made to the commander of the subordinate unified command. This commander may, in turn, further delegate some civil affairs authority, normally to the senior Army commander in the operational chain of command in the combat zone and in the communications zone.

c. In high-intensity warfare and, in some environmental circumstances, in mid-intensity, the theater (unified) commander may assume direct control of combat operations without creating a subordinate unified command. Under these circumstances, the theater (unified) commander normally will delegate civil affairs authority directly to the senior Army commander in the operational chain of command in the combat zone and the communications zone.

d. Within the combat zone and the communications zone, the senior Army commanders to whom civil affairs authority has been delegated, may further delegate this authority to subordinate commanders in the operational chain of command subject to any restrictions on delegation imposed by higher authority.

e. Except as indicated in paragraph 125, civil affairs authority will not normally be delegated to theater army, as theater army will not usually be in the operational chain of command.

f. In all circumstances, delegation of civil affairs authority will be limited to those command echelons in both the combat zone and the communications zone which have proper civil affairs staff representation.

119. Principles of Civil Affairs Operations

Civil affairs operations in the combat zone and in the communications zone, within the framework of U.S. unilateral concepts of operations and organization, should be conducted in accordance with certain principles of general application. These principles are discussed in subsequent paragraphs.

a. Civil affairs operations normally should be conducted within a framework of *centralized* direction and *decentralized* execution.

b. Civil affairs operations should be sufficiently flexible in concept to permit a transition from decentralized direction and execution to a framework of centralized direction *and* execution, depending on the type of operation being conducted.

c. Civil affairs activities should be characterized by a continuity of operational concept and guidance at all appropriate levels of command.

d. Civil affairs staff representation is required at all levels of command where civil affairs authority is established.

e. Civil affairs activities should, whenever possible, be conducted on a politico-geographic basis with areas of civil affairs authority delineated along political boundaries. (It is recognized that tactical military boundaries must be employed for this purpose under some circumstances; however, transition to political boundaries should be accomplished as soon as practicable.)

f. Commanders having civil affairs authority should be furnished supporting civil affairs units tailored with regard to the commander's mission, the environmental situation, the civil affairs problems, and the complement of the supported U.S. force.

g. Civil affairs, in the last analysis, is a command responsibility and is the concern of all elements and members of a command. CA staffs and supporting civil affairs organizations have primary and supervisory responsibility; however, the success of civil affairs activities depends on the concern and attention of all individuals and units.

120. Civil Affairs Authority in the Combat Zone

a. Civil affairs authority normally will be delegated to the commander of the highest Army tactical command in the combat zone. Depending on the size of the Army force involved, this delegation of authority from the commander of the unified or subordinate unified command could be to a field army, corps, or division commander. Normally, civil affairs authority will not be delegated to an Army component less than a division in size. Civil affairs support for a unified commander or subordinate unified commander with an Army tactical element of less than division size must be tailored specifically to meet the circumstances involved.

b. The field army commander normally will delegate civil affairs authority to corps commanders for the engaged areas, and to the Field Army Support Command (FASCOM) commander for the field army support area. The corps commanders normally will further delegate civil affairs authority to division commanders. However, the FASCOM commander normally will *not* further delegate his civil affairs authority.

c. If the highest Army tactical unit is a corps, the corps commander normally will delegate civil affairs authority to division commanders in the engaged areas and to the Corps Support Command (COSCOM) commander for the corps support area. Normally, there will be no further delegation of civil affairs authority.

d. If the highest Army tactical unit is a division, the division commander normally will retain all civil affairs authority that has been delegated to him.

e. Neither the absence of CA authority nor the relinquishment of civil affairs authority once delegated relieves any commander of his responsibilities for compliance with legal requirements with respect to the inhabitants, government, and economy within his area of concern and for the observance of humanitarian principles by his troops. Further, a commander of a major unit not dele-

gated civil affairs authority, supports and assists the CA units operating in his area, and, in turn, is supported and assisted by them.

f. Normal civil affairs activities of commanders not delegated civil affairs authority include—

(1) Community relations of the forces under his command to include appropriate directives for troop conduct.

(2) Recommendations as to priorities for the provision of civil affairs support to subordinate units of his command.

(3) Provision of augmentation elements to include PSYOP support to civil affairs units within his area to meet requirements for technical personnel which exceed the capabilities of the CA units and are essential for civil affairs operations.

(4) Provision of logistic support to civil affairs units operating in their areas, as required.

121. The Civil Affairs Brigade in the Combat Zone

a. The civil affairs brigade is a major subordinate unit which may be attached to the field army or the field army support command (FASCOM). Depending on its attachment, it operates under the staff supervision of the field army or FASCOM G5 and is capable of exercising command over a maximum of six civil affairs battalions. Normally, the civil affairs brigade will remain attached to field army or FASCOM and will attach appropriate civil affairs units to subordinate unit commanders to whom civil affairs authority has been delegated. The civil affairs brigade commander retains command of all civil affairs units of the brigade, but relinquishes operational command to the supported commander.

b. Normally, the civil affairs brigade will provide civil affairs support on the basis of one civil affairs battalion for each corps area and one civil affairs battalion for the Army rear area.

122. The Civil Affairs Battalion in the Combat Zone

a. The civil affairs battalion, while under the command of the civil affairs brigade, is under the operational command of the unit to which attached. This battalion is capable of exercising command over a maximum of six civil affairs companies. The battalion may be tailored to be self-sufficient and capable of sustained civil affairs operations. The battalion operates under the staff supervision of the G5 or ACofS Civil Affairs of the unit to which attached. The civil affairs battalion commander retains command of all civil affairs companies of the battalion but relinquishes operational command to the supported division commander.

b. Normally, the civil affairs battalion will provide civil affairs support on the basis of one civil affairs company to each division in the corps area. The battalion headquarters with attached functional teams is capable of performing corps civil affairs support functions for the corps area from division rear boundary to the corps rear boundary.

123. The Civil Affairs Company in the Combat Zone

a. The civil affairs company, while under the command of the civil affairs battalion, is under the operational command of the supported division commander. The company operates under the staff supervision of the division G5 and is capable of exercising command over a maximum of ten civil affairs platoons.

b. Each company is composed of cellular teams to include a company headquarters, platoon headquarters, civil affairs functional teams, and administrative teams. The company normally has only essential organic specialists for support of platoon operations, but may be augmented with additional specialists from the civil affairs battalion as required for specific missions.

124. The Civil Affairs Platoon in the Combat Zone

a. The civil affairs platoon will normally remain under the command (including operational command) of the civil affairs company attached to the supported division. It may, however, be attached to an organic brigade of this division for direct support of brigade operations when the division's operational environment makes such attachment desirable; or it may be attached to an independent brigade for direct civil affairs support of independent brigade operations. In both of the latter circumstances, the civil affairs platoon will remain under the command of the civil affairs company, but will come under the operational command of the brigade commander.

b. The civil affairs platoon is capable of exercising control over a maximum of ten civil affairs teams. The platoon normally consists of only es-

sential organic specialists for support of team operations, and must depend on the civil affairs company for required administrative and logistic support, or upon the combat brigade when attached.

125. Civil Affairs Authority in the Communications Zone

a. Depending on the environmental situation and other organizational implications, the highest Army echelon in the communications zone in the operational chain of command may be Theater Army, Theater Army Support Command (TASCOM), or some combined form of both. Whatever designation this headquarters takes, the commander normally will receive a delegation of civil affairs authority from the commander of the unified or subordinate unified command.

b. The senior COMMZ commander will normally delegate civil affairs authority to major subordinate commands in the COMMZ. These subordinate commands may take the form of area support commands (ASCOM), area commands, or similar organizational arrangements. Further delegation of civil affairs authority by these subordinate commanders normally will not be made.

c. CA units in the COMMZ provide both area support for the COMMZ and backup support to field army civil affairs units. They can provide a complete functional capability in the COMMZ as well as specialties not found in the field army civil affairs units. A minimum capability is initially provided, but may be expanded by the assignment of additional civil affairs teams or units as the situation requires.

126. The Civil Affairs Brigade in the Communications Zone

a. In normal employment, the civil affairs brigade has attached to it three or more civil affairs groups as its major operating units. The number of groups may be adjusted as required; however, when more than six groups are required, an additional brigade should be organized for each four groups. The brigade operates under the staff supervision of the G5 or Assistant Chief of Staff/Civil Affairs of the command to which it is assigned.

b. When a TASCOM is established in the COMMZ, the Civil Affairs Brigade is normally assigned to the Area Support Command (ASCOM), a major subordinate command of the TASCOM. Should there be a requirement a Civil Affairs Command could be established as one of the mission commands of the TASCOM. This can be accomplished by the TASCOM commander assuming command and operational control of the Civil Affairs Brigade and its attached units.

c. In those situations when a TASCOM is not established in the COMMZ, the Civil Affairs Brigade normally will be assigned to the senior COMMZ headquarters in the operational chain of command.

d. Regardless of its assignment the Civil Affairs Brigade normally will attach appropriate civil affairs units to subordinate commanders to whom civil affairs authority has been delegated. The civil affairs brigade commander retains command of all civil affairs units of the brigade, but relinquishes operational command to the supported commanders.

e. The civil affairs brigade will normally provide civil affairs support to subordinate commanders who have been delegated civil affairs authority by attaching a civil affairs group, battalion, or company to them as appropriate. The type of unit will be determined with regard to the mission of the supported command, the nature of the area of responsibility, population densities, economic conditions, and, if possible, existing geographic and political boundaries. In each instance, the attached civil affairs group, battalion, or company will operate under the staff supervision of the G5 or ACS/CA of the supported command.

127. The Civil Affairs Group, Battalion and Company in the Communications Zone

a. The civil affairs group is an operational element and is also capable of exercising command over a maximum of six civil affairs battalions. It may be attached to a supported commander for an operational mission without battalion components or it may be employed as a command element, as required.

b. The civil affairs battalion is an operational element and is also capable of exercising command over a maximum of six civil affairs companies. It may be attached to a supported commander for an operational mission without company components or it may be employed as a command element as required.

c. The civil affairs company is an operational element and is also capable of exercising command over a maximum of ten civil affairs platoons. It

may be attached to a supported commander for an operational mission without attached platoons or may be employed as a command element as required.

128. Civil Affairs Command

a. Although civil affairs operations normally will be conducted on a basis of centralized direction and decentralized execution, conditions of environment, mission, or operational facility may make it advisable that civil affairs operations be wholly centralized. This can be accomplished by the creation of a civil affairs command.

b. The civil affairs brigade structure is easily adaptable to a civil affairs command either in the COMMZ or the combat zone. The commander of the field army, or the commander of the senior Army headquarters in the COMMZ withholds civil affairs authority from subordinate elements and, through his G5, or ACS/Civil Affairs directs civil affairs operations on an areawide basis. The commander of the civil affairs brigade retains operational command of all brigade assets and conducts and controls civil affairs operations throughout the area in support of tactical or area commands. The civil affairs brigade is responsive directly to the field army or COMMZ commander and all civil affairs units are responsive, in a civil affairs command channel, to the brigade. Support of subordinate commanders in the area by civil affairs units is accomplished by lateral liaison and coordination.

c. In the event the theater (unified) commander, or commander of a subordinate unified command, desires to centralize all theater civil affairs operations, civil affairs authority will be withdrawn from subordinate commands. The brigade structures in both the combat area and COMMZ will become operational command structures responsive in civil affairs channels to the unified or subordinate unified command. This will necessitate creation of a civil affairs command headquarters at unified or subordinate unified command level and this can be accomplished by employing the headquarters elements of a civil affairs brigade. The civil affairs command would function under the staff supervision of the theater Civil Affairs Officer. Support of subordinate commanders by CA units in the civil affairs command structure is accomplished by lateral liaison and coordination.

d. It is envisioned that the requirement for a civil affairs command in unilateral U.S. operations is most likely to arise in high- or mid-intensity warfare in densely populated, highly developed areas, and in posthostility military government situations.

e. Low-intensity conflict and fluid conditions of combat may require decentralized control.

Section III. U.S. PARTICIPATION IN COMBINED OPERATIONS

129. Combined Operations

a. When U.S. forces operate in conjunction with allied forces, the responsibility for conduct of civil affairs operations probably will be assigned to a combined civil affairs command. Directives covering broad aims and policies for conduct of civil affairs operations by combined commands are promulgated normally at interallied governmental or command levels. The commander of a combined command complies with these civil affairs operational instructions. He insures adequate coverage in his operation plans and makes an equitable allocation of responsibilities for the implementation of civil affairs plans, to include, when appropriate, provisions for CA units and personnel. He normally delegates authority for the conduct of civil affairs to the senior commander of each national force involved. National integrity of forces is normally preserved in the organization of a combined command.

b. In the conduct of combined operations, intergovernmental agreements which have been concluded for the purpose of standardizing civil affairs operations, organization, training, procedures, and methods will, as applicable, receive full compliance of all U.S. elements (FM 101–5 and FM 41–5).

130. Concept of Civil Affairs Operations for U.S. Participation in Combined Operations

a. For civil affairs in the combined command environment, it will be mandatory that combined civil affairs staffs be provided at all combined command levels involved in the centralized direction

of civil affairs operations. This will provide a suitable structure for centralized policy direction and control of civil affairs operations, as well as liaison and coordination among the nations represented.

b. Decentralized execution of civil affairs operations will be the normal mode of operation and can be accomplished by adaptation of the same principles applicable to U.S. unilateral civil affairs operations. This can be accomplished through a delegation of civil affairs authority to the commander of the U.S. national component of the combined command for execution in those areas of the theater of operations for which the United States is responsible, subject to overall policy direction and supervision of the combined command.

c. Further delegation of civil affairs authority within the U.S. national component line, and CA staff organization and unit support, will then follow the normal principles discussed in relation to U.S. unilateral operations (para 118–128).

d. The general principles of command and area support civil affairs operations set forth in paragraphs 132 through 137 are applicable in both U.S. unilateral and combined command environments.

131. Civil Affairs Command in Combined Operations

a. Centralized direction *and* execution of civil affairs operations may become desirable in the combined command environment, as in the unilateral U.S. environment. It is, in fact, more likely to develop in the combined command atmosphere to support combined operations, coordinate with national governments, and assist allied nations in rehabilitation efforts. In the event of a military occupation and concomitant military government under combined command direction the need for a civil affairs command probably will be manifest.

b. When the need arises, a civil affairs command responsive either to the U.S. national component commander of the combined command, or directly to the combined force commander, can be created in much the same manner as described with regard to U.S. unilateral operations. The major difference lies in the need for increased combined CA staffs at all appropriate combined force levels for centralized direction, and for extensive lateral coordination at all civil affairs operational levels with civil affairs elements of other national force components.

Section IV. COMMAND SUPPORT OPERATIONS

132. Civil Affairs Command Support

a. Civil affairs command support activities are directed toward the support of the military mission of the tactical commander and the fulfillment of his legal obligations. The complexity of command support operations will vary with such factors as the mission of the tactical unit, fluidity of the tactical situation, density and attitude of the population, amount of partial or complete disruption of normal law and order, extent of interference with military operations by refugees, and use of mass casualty and destruction weapons.

b. Civil affairs command support units can provide direct civil affairs support to tactical combat units from brigade through field army in the combat zone. These civil affairs units move with the supporting combat units (ch 3).

c. Planning by the army, corps, or division G5 for the conduct of civil affairs activities in the combat zone must be coordinated with other interested staff officers and adjacent units. Planning should provide for a determination of requirements for both command and area support units, regulation of the phasing forward of these units, and measures necessary for the control of the local populace upon entry into the area.

d. Major tactical unit orders will specify and establish responsibility for civil affairs tasks to be performed by subordinate tactical commanders.

e. Additional CA units and/or functional teams may be requested and attached to the army, corps, or division to supplement the operations of the command support CA unit for specific tasks.

133. Civil Affairs Activities in Support of Major Tactical Units in the Combat Zone

a. The commander of a CA command support unit is responsible for performing the certain recurring tasks and functions, which include—

(1) Furnishing the supported unit commander and staff with information, estimates, and recommendations pertaining to civil affairs activities.

(2) Planning and supervising the training of

his own unit and of other CA units attached to it.

(3) Exercising command (including operational command) over attached CA units that have not been further attached to tactical units.

(4) Receiving, holding, and orienting CA area support units to be deployed in the area of the supported unit.

(5) Recommending employment of CA units designated to provide area support.

b. The CA command support unit conducts essential reconnaissance and surveys of the area of operations and furnishes advice and assistance necessary for the initiation and continuation of actions required to control the civilian populace and essential civilian resources.

c. The CA unit commander makes frequent inspections to insure that civil affairs operations are being conducted in furtherance of tactical operations and in accordance with established policies and applicable provisions of law. The commander insures that all essential measures are taken to maintain law and order and to prevent disease and unrest. He insures that local officials, agencies, and installations are functioning in compliance with CA directives.

d. The location of the CA headquarters is determined from prior reconnaissance and is coordinated with the tactical unit headquarters. Both military personnel and civilians must be able to locate and identify the CA headquarters; therefore, the approaches to and the headquarters itself must be clearly marked by signs in English and the language of the area. In determining the exact location, consideration is given to—

(1) Command and control situation in the area of the supported tactical unit.

(2) Availability of necessary space and facilities.

(3) Locations of governmental offices.

(4) Local security available from troops in the area.

(5) Proximity to designated transportation routes.

(6) Availability of communications facilities.

(7) Location of higher headquarters.

e. The civil affairs functions that will require particular emphasis by the commander of a civil affairs command support unit are public health, public safety, public welfare, public administration, labor, civil information and displaced persons, refugees and evacuees.

134. Retrograde Movement

CA tasks during a retrograde movement include control of the local inhabitants to prevent interference with military operations and evacuation of designated civilian personnel and essential resources, supplies and equipment. Prior to a retrograde movement, flow of civilian supplies to forward areas is reduced and rearward evacuation of supplies that may be of use to the enemy is accomplished, with civilian transportation being used to the maximum. In order to neutralize the value of the area to the enemy it may be desirable to destroy resources, supplies, equipment, and local facilities that may be of use to his forces. However, this destruction is accomplished only in accordance with international law and upon the authorization of a commander directing the retrograde operation. Detailed civil affairs plans for a retrograde movement must be made in accordance with the overall plan. Effective liaison between the CA unit and higher headquarters, adjacent, and supporting units is essential to the control and movement of civilians, including establishment of checkpoints, emergency medical care, emergency rations, the prevention of interference with tactical operations, and the utilization of all available roads.

135. Airborne, Amphibious, and Armored Operations

Although the conduct of these operations normally requires specially trained troops; special techniques, tactics, material; or an emphasis upon certain considerations, the civil affairs principles, concepts, and techniques described in this manual generally apply. The flexibility of CA units permits the addition or deletion of specified functional teams to meet the requirements of particular operations.

a. Airborne Operations.

(1) In the planning for and conduct of civil affairs activities in support of airborne operations, the commander must provide as a minimum—the establishment of public safety; the discharge of his legal responsibilities; and such additional activities, which may be undertaken after the airhead is secure. It also may include the local procurement of motor and other forms of transportation to increase the

mobility of airborne units; the utilization of local labor, supplies, and equipment; and the protection of local resources.

(2) Civil affairs planning, which is based on the tactical plan of operations, necessitates accurate, detailed, and timely intelligence of objective areas on such matters as the attitude of the local population; movement by the enemy of inhabitants from the landing area; extent of disease, privation, and unrest among the inhabitants which may necessitate the use of civilian relief supplies from military stocks; availability of local labor for military use; and availability of local supplies and equipment for military procurement.

(3) In airborne operations, essential command elements of the CA command support unit, augmented as necessary with functional teams, move to the objective area with the assault echelons. Since the CA units normally will not be able to assure control over civilians in the airhead until some degree of stability is established, personnel of the unit act in advisory capacities to the commanders who are responsible for the control of civilians in their respective areas. As specified in tactical directives, initial actions may include measures to freeze the civilian population in place in order to prevent interference with military operations; to assist in establishing law and order and preventing sabotage; and to provide shelter, rations, clothing, and medical care for civilians.

(4) Following an airborne operation and when linkup with friendly forces has been accomplished, authority for the conduct of CA operations may be transferred to the commanders of those major tactical units making the linkup. To assure continuity of operations, particular attention must be given to providing information and making records available to other commanders who subsequently will enter the area.

b. Amphibious Operations. In amphibious operations, personnel of the CA command support unit, augmented as required, are attached to the landing teams to advise and assist the commanders in initiating CA operations. The CA command group accompanies the amphibious task force command group. In planning for amphibious operations, particular consideration is given to the vulnerability of beachhead operations; to activities by local inhabitants which may cause congestion or confusion; to the need for absolute control over civilian circulation so that movement from and to the beachhead areas will not be impeded; and to problems which may be created by refugees. Since economy of force is a vital consideration, maximum permissible use is made of local resources. To the extent authorized by international law and when security considerations permit, it is desirable to employ local inhabitants for cargo handling, storing, and related activities.

c. Armored Operations. In armored and mechanized operations, it may be necessary to accord priority to public safety measures at the expense of other civil affairs activities because of the longer lines of communication and the extent of the area in which operations may be conducted. When an armored division is employed in pursuit or exploitation missions and is supported by an infantry division, coordination must be accomplished by tactical and CA commanders concerned on the conduct of civil affairs activities to include the assurance of public safety in order not to delay the advance of the armor. When an armored division is in a static situation or occupies a defensive sector, its civil affairs activities are conducted in the same general manner as those of an infantry division.

Section V. AREA SUPPORT OPERATIONS

136. Civil Affairs Area Support

a. CA area support units are deployed for operations in designated areas in accordance with the overall theater civil affairs plan. These units normally replace CA command support units previously deployed in the area of operations in support of tactical forces.

b. CA area support units normally base their activities in centers of population, cities that are seats of government, or control points of industrial com-

plexes. To the maximum extent practicable, CA area support units are informed in advance of their deployment regarding the specific areas where they are to be employed to permit their making detailed analyses of pertinent area intelligence. When area training is not provided prior to the departure of these units from the continental United States, it should be furnished upon their arrival in the theater.

c. Upon entry into his assigned area, the commander of an area support unit confers with personnel of the CA command support unit in the area, the commanders of tactical units remaining in the area, and with local officials in order to obtain information that will enable the unit to continue effectively any CA functions initiated prior to arrival. Area surveys are reviewed or conducted promptly with assistance from personnel of the command support unit in order to verify information previously received and to provide a basis for adjustment of requirements. An attached CA area support unit remains under the operational command of the supported tactical commander until the tactical command rear boundary is moved forward of the area in which the CA area support unit is employed or until the tactical commander is relieved of CA authority in the area.

d. When a CA area support unit is initially deployed in a city during a moving or fluid situation, the jurisdiction may include surrounding rural areas. As the unit comes successively under the control of higher echelons, the extent of area over which the unit exercises jurisdiction is adjusted in accordance with the overall civil affairs plan. The extent of area over which a CA area support unit may effectively exercise control or supervision varies according to such factors as the size and geographical nature of the area; locations of political boundaries; attitude of the local population and amount of guerrilla activity; extent of agricultural and industrial employment; condition of routes of transportation; existence of communications facilities; and other pertinent considerations.

137. Civil Affairs Area Support Activities

a. The CA area support unit upon arrival in an area or city will assume, continue, and refine the performance of those civil affairs functions initiated by the CA command support unit it relieves. CA area support units will, in addition, initiate the performance of other civil affairs functions necessary to the performance of the area support mission.

b. CA area support operations will vary in complexity and required degree of functional specialization depending on a number of factors. CA operations at provincial or comparable level of government, for example, will involve a higher degree of specialization than operations at a municipal or lower level.

c. CA area support activities also will vary in accordance with the total social and economic environment of the area of responsibility.

(1) Activities of CA area support units in urban areas will require emphasis on measures concerned with industrial rehabilitation, development and support; economics and commerce; public finance; and other essential aspects of urban life. Civil defense will be of a greater significance than in rural areas.

(2) Activities of CA area support units in rural agricultural areas will require emphasis on many aspects of the food and agriculture function. They will include, for example, location of food surplus and deficit areas; study of agricultural methods; reclamation and conservation of land; food processing and marketing; and study of forestry and fishery operations.

d. The commander of a CA area support unit must plan for the conduct of area support operations in his assigned area of responsibility based on the total environment; must take those measures required to insure orderly transition from command to area support civil affairs operations; and must continue and expand civil affairs operations as required to support the supported commander's mission.

CHAPTER 9

IMPACT ON CIVIL AFFAIRS OF EMPLOYMENT OF CHEMICAL, BIOLOGICAL, OR RADIOLOGICAL WEAPONS

Section I. FUNDAMENTAL CONSIDERATIONS

138. Introduction

a. The variety of possible situations which could result from the use of chemical, biological, or radiological (CBR) weapons in warfare, makes it difficult to provide doctrine for all eventualities. The civil affairs planner and operator must insure the attainment of U.S. political objectives regardless of the environment or the level of conflict. Civil affairs planning principles remain unchanged, but the task is complicated by an absence of experience factors concerning the impact the use of such weapons will have upon a civilian government, its economy and social controls. This chapter provides doctrinal guidance based upon available information, assessed against the historical experience of mankind in warfare, and tempered by the traditional adherence of the United States to the standards of international law concerning the responsibilities and duties of military commanders to civilian populations, and by the basic principles of humanity.

b. For general information concerning the chemical, biological, and radiological threat to civilian populations and institutions (as well as to military forces) see FM 3–10, FM 3–12, and FM 101–40.

c. Modern mass destruction and mass casualty weapons systems possess capabilities that pose special hazards to civilian populations. Each type of high lethality weapon, whether used alone, in combination with one or more of the others, or with conventional weapons, has the inherent capacity to devastate civilian populations. While both friendly and enemy forces may observe varying levels and degrees of mutual or unilateral constraints in the employment of chemical, biological, or radiological weapons, observance of such constraints by the enemy cannot be assumed, nor would such observance eliminate all major civil affairs problems. It is, therefore, essential that civil affairs staffs, units, and specialists be capable of undertaking civil affairs operations that will lessen the impact of such warfare on a civilian populace and thereby facilitate the successful completion of the commander's mission.

139. Legal Aspects

a. Treaties governing land warfare are contained in DA Pam 27–1. A comprehensive discussion of international law is published in DA Pam 27–161–2, chapter 2 of which deals with the uses of weapons, including poisons, contamination of water, fire, toxic chemical agents, and nuclear weapons. FM 27–10 contains doctrine concerning the rules of land warfare.

b. The United States is not a party to any treaty or agreement precluding use of CBR weapons.

140. Impact on the Civil Affairs Responsibilities of the Commander

a. A military commander is concerned with the impact on his mission of mass destruction and mass casualties in the civilian community resulting from disasters, internal unrest, or effects of combat. Liaison with civil authorities is needed to assure advance warning of probable interference with the commander's communications, transportation, local procurement, quartering of troops, or his supply of indigenous labor.

b. In the event of a breakdown of civil authority, the military commander may have to assume authority over the civil population and the resources of an area. A breakdown of civil authority may be accompanied by a mandate or a request to the commander to assume control; or a bilateral or

multilateral agreement may authorize such assumption of temporary authority. This action may suspend the rights of the civil authorities, but it does not establish sovereignty and does not absolve the commander of his responsibilities under international law.

c. The fact that hostilities may commence and proceed for a period of time without the use of mass destruction or mass casualty weapons does not relieve a commander of his responsibilities toward the civil population. The possibility of the sudden use of special weapons by the enemy is always present, and the commander must take adequate precautions to prepare the civilians around him for such an eventuality. In either developed or underdeveloped areas, military forces can demonstrate their concern for the welfare of the population by providing them the needed support for civil defense efforts, U.S. military support for civil defense may vary from liaison and training to the actual provision of the equipment, depending upon theater policy directives and agreements with the host country. Generally, the U.S. military commander in the area will provide technical assistance and support, usually in coordination and cooperation with the military and paramilitary forces of the host nation. The commander usually will be held responsible for civil defense of the indigenous labor force operating within his base areas. In order to insure cooperation of this indigenous labor force, he may also be required to provide protective masks, food, clothing, shelter, and emergency medical care for the families of the people working for him, or even for the entire surrounding population. It must be recognized that a U.S. military installation in an area makes the area a more likely target for enemy attack, a factor which will lead to certain natural resentment against the forces. This resentment can be alleviated, if not eliminated, by coordination and correlation of plans with the host country military force as well as adequate U.S. military support for civil defense activities. In any event this gives the commander a level with which to obtain maximum civilian cooperation.

141. Possible Constraints

a. The use of mass casualty and mass destruction weapons may be limited by constraints contained in agreements between the parties to the conflict. The existence or nonexistence of such constraints will be of importance to all military planners and critical to the civil affairs planner. Listed in *b* through *f* below are some of the possible constraints and the favorable and unfavorable results of each on civil affairs plans and operations.

b. One set of constraints might involve refraining from use of certain types of weapons, such as lethal chemical or lethal biological weapons. Civil affairs planners in this situation would have fewer problems in the way of providing protective masks and clothing for civilians, and the public health problems, other than those pertaining to treatment of mass casualties from the use of nuclear and conventional weapons, would also be lessened. If this constraint were to result in increased used of nuclear weapons, however, the problem of maintenance and restoration of essential public facilities might become much greater.

c. Another constraint might involve limitations on deliberate attacks against major population centers with any of these weapons, which would in effect turn population centers of certain sizes into sanctuaries. Concomitantly, there might also be agreement not to use cities of these sizes for military purposes. If this were to be adopted, there might develop serious problems in the provision of civilian labor for the support of military operations. Such a constraint could also lead to many other problems including—

(1) Possible increased devastation of rural areas with partial or total loss of food production for fairly prolonged periods of time.

(2) The necessity for the large scale importation of food for the people in the city sanctuaries and the resultant delivery and distribution problems.

(3) Overtaxing of housing, public health, and all other vital facilities in population centers where rural and small town populations took refuge.

(4) These sanctuaries could at any time become major disaster areas if the enemy should suddenly abandon the constraints or threats of such action. Rumors of such action could also cause mass panic and precipitous flight. On the other hand, if the sanctuaries were respected, this might provide a means for survival of the major part of the civilian populace and greatly ease the burden of caring for mass casualties. It would also provide at least a partial means of enforcing a stay-put or

standfast policy (para 146) and would reduce the problems inherent in prehostilities evacuation (para 145).

d. Even if all categories of CBR weapons were to be used there might be constraints upon the weapons effects sought or upon the type of target. For example there might be agreement to use only the nonlethal types of chemical agents (such as riot control or incapacitating agents) or the nonlethal biological agents (such as anticrop agents or those capable of producing only incapacitating diseases in man). The use of such weapons under these circumstances while obviously reducing some civil affairs problems would materially increase the civil affairs tasks in other areas.

(1) Successful attacks on agricultural production would bring increased civilian supply problems concerning the importation and distribution of foodstuffs.

(2) Incapacitating agents used against population centers would also affect, at least temporarily, all the public health, public safety, and public utilities services. For example, a small, easily controlled fire could become a major disaster if it were to occur when the bulk of the local fire department was too ill to respond.

e. A major constraint on nuclear weapons might limit such weapons in ways to avoid the deliberate use of large scale fallout. Since fallout attacks people rather than physical structures, the problems of caring for civilian casualties might well be greatly increased while the problems of the restoration of essential facilities could at the same time be reduced.

f. Restraints upon the use of mass destruction and mass casualty weapons is thus not a panacea for all civil affairs problems. The net impact of constraints on the use of such weapons would probably ease many civil affairs problems but each of these constraints could well cause or magnify others. In any event, the commander must plan for civil affairs operations under any possible set of contraints in the same way and to the same degree that he must plan for tactical and logistical operations under the same conditions.

Section II. CIVIL AFFAIRS PLANNING AND ORGANIZATION

142. General

a. Based on the foregoing considerations, CA organizations must be formed, and civil affairs operational plans must be prepared and coordinated with friendly governments concerned. Modern warfare conducted by an alliance requires extensive international coordination of civil affairs activities, and the potential threat of mass destruction and mass casualty weapons increases the requirement for coordination to the same extent that it increases the overall civil affairs problems.

b. Planning for civil affairs operations in this environment requires consideration of essential differences between such warfare and that waged solely with conventional weapons.

(1) Nuclear weapons probably would create the greatest civil affairs problems, as these weapons destroy both people and property. In this they are akin to conventional warfare in which saturation bombing techniques are used against large population centers. The major difference is that greater warning time is available to the population in conventional warfare, as saturation techniques require relatively long periods to achieve the same level of destruction caused by one nuclear weapon.

(2) Chemical and biological weapons can cause massive personnel losses but materiel and installations are left intact. On the other hand these weapons can cause great fear and panic because they are unseen, largely unknown, and people have not been conditioned to their possible use. Chemical and biological agents that incapacitate a large percentage of the population for long periods of time could require massive medical treatment facilities and numbers of personnel. Chemical agents that cause irrational behavior would require additional police support.

143. Critical Variables

The possible effects of chemical, biological, and radiological weapons upon civil affairs operations require that the civil affairs planner consider the critical variables which are inherent in the use of such weapons. The civil affairs planner must assess the probable impact upon such operations and design a civil affairs organizational structure which can cope with these problems in a way best designed to support the political-military mission

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of the command. He must, at least, provide an organization which can continue civil affairs operations under the impact of any level of violence in which a military line of command could continue to operate. Among the critical variables which the civil affairs planner must consider are—

a. Attack frequencies.

b. Timing of attacks in relation to seasonal weather variations, topographical configurations, population dispersal and activity patterns, hours of day or night, stage of agricultural cycles, and time-phasing of multiple attacks.

c. Method of attack (overt or covert) and mode of delivery.

d. Attack "mixes," i.e., the various combination options which the enemy could utilize against friendly targets.

e. U.S., allied, and enemy strategic and tactical objectives.

f. Civil defense planning capabilities and limitations, including organization, training, and protective shelters available (para 144).

g. Numbers and types of CA units available.

h. Status of military operations.

144. Civil Defense Plans and Organization

a. A major critical variable which faces the civil affairs planner is a consideration of the status of local civil defense planning and organization in the area of operation. Generally, the impact of the use of mass casualty and destruction weapons upon U.S. Army civil affairs operations will be in inverse proportion to the extent and effectiveness of the civil defense plans and organization in affected areas. To the extent that civil government can control and care for its people, the potential civil affairs problems of the Army are reduced.

b. The civil affairs planner must obtain and study all available information about the status of civil defense planning and organization in a projected or actual theater of operations to determine if it is adequate to meet the needs likely to arise. He must then make appropriate recommendations to his commander for civil affairs operations and for the requisite civil affairs organizational structure which appears to be required.

c. The initial concerns of the civil affairs planner, after finding that there is a civil defense plan for the area of operations, are to determine if it is a coordinated plan, and if the plan covers the essential requirements to meet anticipated combat conditions. The planner also needs to know whether the civil defense organization is a military, paramilitary or purely civilian organization, its relationships with the military forces and other governmental agencies of the country concerned, sources of manpower and the state of training and discipline, and the degree of authority it has over the population. Finally, he must know the general attitude of the population toward civil defense, and the general level of knowledge about and preparation for individual and family protective measures.

d. For planning purposes, civil defense can be divided into three time phases of action after attack—

(1) The first phase is the Emergency Phase. It lasts from the time of the attack to several days or weeks afterward, depending upon the sizes and locations of the attack(s), the nature of the area, and the effectiveness of the defense organization. The object of the Emergency Phase is survival. The effectiveness of operations conducted during this phase is largely dependent upon careful pre-attack planning and training.

(2) Following the Emergency Phase, the Operational Recovery Phase begins at the earliest time possible. During this phase a civil defense organization must restore the essential functions of the area as quickly as possible. The main objective of this phase is to sustain survival. Proper pre-attack planning and training for operational restoration are absolutely essential. If this planning and training are delayed until after the attack, the capability for early recovery may be critically hampered. In addition, the number of casualties caused by radiation and by secondary effects of chemical weapons will be greatly increased.

(3) At the completion of the Operational Recovery Phase, the Final Recovery Phase begins. The objective of this phase is total restoration of the normal functions in the area.

e. In addition to the factors indicated in *d* above, the civil affairs planner will need to know what has been planned and done to provide for continuity of government, the continuity of operations of business and industry generally, and

of the public utilities particularly and what is the status of public health planning and organization for emergency situations.

f. Formulation of an adequate civil defense plan is complex. Coordinated planning requires correlation of the essentials of survival in each community with the anticipated effects of specific types and levels of attacks. The planner must recognize that any catastrophic event is certain to hit more than one domestic activity simultaneously. Each separate action must complement all others because quick restoration comes only from a coordinated program of tasks.

145. Prehostilities Evacuation Planning

Military plans for prehostilities evacuation of civil populations from probable combat areas and from the vicinity of rear area target complexes should consider the following factors:

a. Probable reaction of hostile power(s).

b. Loss of protective capabilities of fixed civil defense facilities.

c. Impact on logistical and civilian labor requirements.

d. Availability of suitable sanctuaries with adequate means of protecting the civil population.

e. Time, distance, and transportation factors.

f. Effects of possible surprise attack during movement.

g. Disruption of the economic, political, and social orders.

h. Emergency provision for mass subsistence support.

i. Capabilities and limitations of civilian authorities.

j. Civil affairs organizational and operational capabilities.

146. Stay-Put Planning

a. Stay-put policies require strong enforcement capabilities. While enforcement should be the responsibility of civil officials, military plans must provide for emergency enforcement measures if civil authorities fail.

b. In a nuclear warfare environment where cities are targets, the civil defense posture is inadequate, and chemical or biological attacks are *not* anticipated, a stay-put policy may not be valid, especially when time permits evacuation. On the other hand, if a surprise enemy attack with chemical or biological weapons is practicable during the evacuation period, casualties inflicted during the movement could offset the advantages sought.

c. Where chemical and biological attacks are delivered against population centers and nuclear weapons are not being employed, a stay-put policy may be advantageous. Remaining indoors, or in properly equipped shelters, sealing windows and doors, adopting strict sanitary measures, and other expedients may reduce civilian casualties during and after such attacks.

d. A basic advantage of a stay-put policy is that maximum utilization of existing fixed civil defense organization and facilities can be made, especially where the population participates in the program as a routine part of community life.

e. When belligerents have agreed to exclude all population centers, or those above certain size, from attack, a stay-put policy could be valid. Such places would become sanctuaries. Nevertheless, the existence of such sanctuaries would, particularly when swollen with refugees, provide the enemy with an important target to attack in the event he abandoned constraints.

f. Stay-put advantages and limitations for the battle area should be carefully evaluated prior to decision. Military necessity may compel complete, partial, or selective evacuation from the battle area and contiguous communities. Such evacuations could, depending on the size of the battle area, involve as many as several million people.

g. A stay-put policy will serve to facilitate permanent rehabilitation activities after combat operations have moved elsewhere, or following cessation of hostilities.

147. Public Health

a. CA public health planning should incorporate operating procedures based upon—

(1) Theater policy.
(2) Area studies and surveys of indigenous medical facilities, personnel, and supplies.
(3) Medical logistical support requirements.
(4) Comprehensive staff coordination.
(5) Evaluation of the specific effects of particular types of weapons systems. For example, where certain nonlethal chemical or biological agents are utilized for the purposes of temporarily incapacitating a civil populace, hospital requirements may be minimal.

b. Existing civilian public health facilities, personnel, equipment, and supplies of all types, gen-

erally can be regarded as inadequate in varying degrees, for handling the variety of emergency requirements which would be caused by attacks using mass destruction or mass casualty weapons. Initial casualties may exceed surviving treatment capabilities in situations where attacks are of high or medium intensity. Rural casualties will require evacuation in many cases to medical facilities in urban areas unless mobile or temporary hospitals have been prepositioned in rural areas. Provision of medical facilities outside of urban areas for potential use by urban populations may exceed the production and economic capabilities of the government concerned. Biological attacks may go undetected or overcome the protection afforded by immunization, resulting in a sudden and massive outbreak of disease.

148. Civilian Supply Planning

a. If possible, CA civilian supply planning should be based on detailed coordination with the civilian government, prior to the outbreak of hostilities. Emergency stockpiles established in the prehostilities phase should be positioned so as to minimize the probability of destruction in initial attacks. Plans should provide for emergency stockpile levels commensurate with anticipated operational requirements and replenishment times.

b. Civilian supply plans for civil affairs operations after a CBR attack should anticipate that unusually large quantities of rodenticides and insecticides may be needed. Seeds, fertilizer, and domestic animals may be required in some cases. Other needs could include extraordinary amounts of—

(1) Engineer tools and equipment.
(2) Power generators.
(3) Food.
(4) Clothing.
(5) Public safety equipment and supplies.
(6) Communications equipment.
(7) Protective masks and clothing.
(8) Decontaminating equipment and supplies.
(9) Detection and warning equipment.
(10) Construction supplies and fuel.
(11) Water purification equipment.

c. Types and quantities of supplies actually required will depend upon evaluation of *each anticipated attack environment.* For example, CBR weapons can be employed to leave buildings, docks, railyards, streets, vehicles, and other facilities intact while killing human beings, animals, and plants. Conversely, nuclear attacks could demolish an entire city or a number of cities.

149. Continuity of Government

Lines of succession that apply to national, provincial (regional), or local levels should be clearly established in the emergency plans of the indigenous government. Such plans should provide for alternate seats of government, preservation of essential records, and lines of succession within the civil defense structure. The civil affairs planner must be aware of these plans and take them into account in his operational planning. Civil affairs plans must include alternate solutions for the government of the area if civil government collapses, or is unable to meet the situation without military aid.

150. Continuity of Commerce and Industry

The procedures contained in paragraph 149 are also applicable to commerce and industry. Where appropriate, civil affairs plans should include key facilities lists and the requisite special procedures for emergency operation. This factor becomes of especial importance in situations where U.S. military forces are dependent upon local procurement of supplies for support of military operations.

151. Public Utilities

Basic criteria useful in preparing plans for restoration of water, electric power, natural gas, and communication services are—

a. The present and projected extent and condition of the physical facilities of the system.

b. The inherent vulnerability and durability of the systems during and following attacks.

152. CA Organizational Considerations

a. Based upon the problems which have been set forth in preceding paragraphs the civil affairs planner must develop an organization which can cope with the civil affairs problems generated by the use of these weapons. It is essential that the civil affairs portion of a theater of operations troop list provide for adequate and continuing input of civil affairs units and personnel to the theater from CONUS. CA needs would be magnified many times. The theater troop basis must also reflect the greater need of the Civil Affairs organization for communications equipment; CBR teams; medical laboratory services as well as other medical unit support; and for augmentation by military police,

engineer, quartermaster, signal and transportation units.

b. CBR weapons effects can be anticipated to cross political boundaries as well as military boundaries, thereby requiring especially close coordination of civil affairs operations. Depending on the level of destruction and disruption, the conversion of the civil affairs organizational structure from decentralized operations to centralized operations under a civil affairs command may be desirable in the nuclear environment. In addition, the probable involvement of a number of national populations, their governments, and their military forces—whether cobelligerent with the United States or neutral—will create complex requirements for—

(1) Civil affairs plans and operations of international character.

(2) Coordination of civil defense and other civil affairs activities at international and national political and military levels.

(3) Possible movements of civilian populations, or sizable segments of such populations, across national borders, to escape the initial or subsequent effects of CBR operations.

(4) Negotiation and implementation of civil affairs agreements pertaining to multinational civil affairs operations. These agreements must provide detailed arrangements to implement STANAG, SEASTAG, and SOLOG where such documents are in force. Among matters to be covered are—

(*a*) Migration of nationals from one country to another for the purpose of establishing permanent residence.

(*b*) Temporary movements of refugees or displaced persons across international boundaries.

(*c*) Mutually supporting civil defense plans and operational procedures to provide unity throughout a theater of operations and adjacent areas.

(*d*) Mutually supporting logistical plans and operational procedures insuring each civil population a reservoir of emergency supplies and equipment.

(*e*) Unity of effort in the civil affairs operations in each allied nation to assure—

1. Adherence to the requirements of international law, including SOFA, Hague and Geneva Conventions, the United Nations Charter, and those procedures and policies having the force and effect of international law by custom and usage.

2. Effective support of the war effort by each participating nation through integration of allied civil affairs operations, mutual assistance, and controlled usage of national resources by by civil populations.

c. Due to the increased complexities of civil affairs operations in the CBR environments, effective CA staff representation is of particular importance. Such staff representation should be a normal part of TOE and TD, providing CA staff officers on the coordinating staff level in all headquarters having general or directorate staffs. Provisional capability is inadequate for planning or operational purposes in a special weapons environment. Properly qualified CA officers are needed to facilitate the development of civil affairs portions of military plans during the prehostilities phase and to assure their effective execution during hostilities.

d. To be more effective in the potential environment of CBR operations, civil affairs units should be included in the prehostilities forward deployment posture of the Army. Criteria for determining the numbers and types of civil affairs units prepositioned in oversea areas is not limited to the size of the overall force alone. On the contrary, the size of the overall force may be of only incidental concern. The factors shown in (1) through (5) below must be considered.

(1) Political, social, and economic conditions prevailing in the areas of deployment.

(2) The level of development of indigenous civil defense programs and the resulting capabilities and limitations.

(3) Requirements of international law relating to civil populations.

(4) Evaluation of intentions of the enemy relating to adherence to constraints in employing CBR weapons against civilian populations.

(5) Accomplishment of maximum actions *prior* to the outbreak of hostilities for the protection of civilian populations in order to lessen the dangers of civilian interference with military operations when war occurs. Otherwise, the diversion

of large numbers of tactical and support troops to civil affairs operations may be required.

e. CA units deployed for use in a possible CBR weapons environment require augmentation in at least two ways.

(1) *Communications.* CA units depend upon existing military or civilian communications systems for command, control, and liaison activities. In view of the threat posed by special weapons, this may be inadequate for civil affairs operational requirements. Therefore, in this environment adequate communications equipment must be supplied.

(2) *Laboratory services.* Laboratory services and facilities commensurate with the spectrum of potential CBR operational requirements must be available and accessible to all units engaged in civil affairs operations. Mobile laboratories will be especially useful to support civil affairs operations under the following circumstances:

(*a*) When indigenous laboratory facilities are inadequate.

(*b*) When time and space factors preclude use of fixed U.S. laboratory facilities.

(c) When civil affairs laboratory support requirements cannot be contracted to indigenous commercial or academic laboratories because of security considerations.

Section III. CIVIL AFFAIRS OPERATIONS

153. Civil Affairs Support Activities

In a CBR weapons warfare environment the CA organization must continue to provide both command support to the combat divisions and area support to the remaining U.S. forces in the theater. Succeeding paragraphs describe the minimum essential civil affairs operational considerations of particular importance for the continuance of tactical and logistical operations.

154. Civil Affairs Command Support Operations

Command support CA units operating in the CBR environment may find their capabilities seriously strained or exceeded. Plans must provide for timely and properly tailored augmentation. In some cases, depending on the area of operations, large numbers of sick, injured, or dead enemy civilians, soldiers, and animals will be encountered. Social controls may have ceased to exist. Contamination may be widespread. The impact of these conditions on continuance of the tactical mission will require rapid augmentation of command support CA units and very close support from area support units earmarked and trained for specific localities.

155. CA Area Support

a. CA area support units in supervision of, or coordination with, a civil defense program must consider such matters as circulation of traffic; movement of individuals; handling of mass casualties; construction of shelters; differences in effects of CBR attacks; warning systems; labor; firefighting and decontamination equipment and procedures. The civil defense plan must be correlated with the military commander's corresponding area damage control plan to minimize interference with military operations. Some of the same personnel and equipment may be employed dually in alerting civil defense and area damage control agencies. In postattack recovery operations, location of the boundaries of contaminated areas, and completion of decontamination processes will benefit both military personnel and civilians. It may be advantageous to pool remaining civilian and military firefighting equipment, medical facilities, supplies and services, and labor potentials. In repair and reconstruction activities, equipment, technicians, labor, and material of troop units concerned and similar civilian assets should be coordinated to provide maximum recovery capability.

b. The military commander should assign the overall responsibility for civil defense operations and measures for the control of the civilian population to his CA commander. The CA unit commander coordinates his plans with appropriate command staff officers in their respective fields of interest. In his assigned area of jurisdiction, the CA unit commander is responsible for implementation of plans for military support of civil defense and for coordination of control measures with appropriate agencies of government. To the maxi-

mum extent practicable, local officials are held responsible for organization and conduct of local civil defense activities.

c. Planning is a continuing process with respect to civil defense and disaster relief since emergency methods may supplant routine measures. Patterns of official authority may change. Although emergencies can originate in any of the CA functions, the most urgent expression of emergency problems is usually in three functional areas—public health; public works and utilities; and public safety. The latter function is of broadest implication in an emergency situation. CA civil defense and public safety personnel are responsible for reporting the effectiveness of control measures and estimating public reaction to proposed solutions of emergency problems. CA civil defense and public safety personnel, in collaboration with civil government, usually assume a major part in planning for emergencies, but this does not relieve CA personnel assigned to other functions of their technical responsibilities. The possibility of breakdown of usual political and economic processes is inherent in emergencies; therefore, consideration of extraordinary actions should anticipate most breakdowns.

156. Postattack Operations

a. The immediate problems of survival include locating and marking boundaries of contaminated areas, firefighting, rescue, debris removal, radiation protection, and all the other required supporting functions. As time passes, new problems arise to replace the early ones. These problems mainly involve sustaining the survivors over a period of time. Food, medical, fuel, and equipment supplies must be replenished and people should be returned to their normal environment. Operations must continue to clear areas of debris, repair and decontaminate essential facilities and materiel, and to control the rate of radiation dose accumulation in the population. Social problems become increasingly important and law and order must be maintained. Water pollution and the spread of disease must be controlled by the reestablishment of health and sanitation practices. Eventually, these problems are replaced by the long-range requirements, such as reestablishment of the food growing and processing industry, and reestablishment of industries to replenish and increase the stockpiles of supplies.

b. The immediate problems will be of concern to both the command support and the area support CA units. The command support units generally are concerned only with Emergency Phase Operations while the area support units will be concerned not only with Emergency Phase Operations in their areas of responsibility but also with the Operation Recovery Phase and the Final Recovery Phase. Operations in the latter two phases of postattack recovery will be based largely upon postattack resources evaluation, and examination of the status of essential facilities.

c. Resources evaluation requires estimates of the available service or product at each critical facility by time intervals after an attack, and estimates of requirements for such resources at the same time intervals. Resources requirements may arise from military needs, civilian use, or other production or recovery operations. The operation of production facilities, for example, will generate requirements for other resources such as manpower, transportation, water, power, and various raw materials.

CHAPTER 10

CIVIL AFFAIRS SUPPORT OF UNCONVENTIONAL WARFARE OPERATIONS

157. General

a. Unconventional warfare (UW) is the general term used to describe operations conducted for military, political, or economic purposes within an area controlled by the enemy. It is an offensive weapon in all intensities of warfare, encompassing the employment of the entire range of military, political, economic and psychological attack techniques. UW includes three interrelated fields—guerrilla warfare, evasion and escape, and subversion. It makes use of local inhabitants and resources, and usually is supported and directed in varying degrees from an external location (FM 31–21).

b. Political objectives are important to the success of unconventional warfare. Accordingly, the civil affairs activities of UW elements must be closely integrated with other activities which cultivate indigenous guerrilla forces, the people, and the institutions of an area.

158. Objectives

The objectives of civil affairs operations in support of UW are to assist in—

a. Obtaining maximum civilian material and moral support of guerrilla operations.

b. Providing civilian support of evasion and escape and subversive operations.

c. Denying civilian support to the enemy as much as possible.

d. Preparing for establishment of control of the civilian populace by a friendly military or civil government.

159. Preparatory Measures

a. Planning. UW operations feature long-range centralized planning and decentralized execution. The civil affairs aspects of UW operations are an important and continuing consideration from the inception of planning. Since Special Forces and guerrilla commanders are more dependent upon civilian support than are commanders of conventional forces, much of the planning is concerned with obtaining support. As appropriate, the theater CA elements contribute to that planning designed to influence or obtain control over civilians and their resources. Civil affairs planning for all fields of UW must be based upon the following considerations:

(1) Analysis and determination of the politico-military mission.
(2) Organization and support of guerrilla forces, auxiliary, and the underground.
(3) Civil affairs training required for Special Forces personnel and units prior to infiltration into operational areas.
(4) Number and type of civil affairs units and personnel needed to support the operation.
(5) Civil affairs intelligence pertaining to the target area (ch 4).
(6) The civil-military relations aspects of local purchase, requisition, or confiscation in support of operations.
(7) Probable impact of proposed operations on the population and the economy.
(8) Means of denying civilian support to the enemy.
(9) Indigenous leadership problems.
  (*a*) Assessment of loyalty and capabilities of incumbent leaders.
  (*b*) Determination of potential leaders.
  (*c*) Decisions as to removal and replacement of incumbents.
  (*d*) Measures designed to support and strengthen selected leaders.
(10) Liaison with U.S.-recognized government-in-exile.
(11) Eventual transfer of controls to a friendly government.
(12) Demobilization or utilization of guerrilla forces after linkup.

(13) Development of civic action programs for the target areas with emphasis on those that can be continued and expanded during demobilization phase.

(14) Coordination with psychological operations directed toward the civilian population in the target area.

b. Training of CA Personnel for UW Operations.

(1) *Training at all levels.* Training of CA personnel for employment at all levels of UW operations must include a basic indoctrination in UW and an explanation of the interrelationships between UW and civil affairs activities; and additional training for CA personnel assigned to theater activities to include—

(*a*) UW operations and their correlation to the overall politico-economic warfare program of the United States and its allies.

(*b*) The interrelationships between civil affairs and intelligence activities in support of UW operations.

(*c*) Working with Psychological Operations (PSYOP) personnel to insure that PSYOP support in an area is in accord with the psychological preparation phase of UW operations.

(2) *Civil affairs training for UW personnel.*

(*a*) The enemy will exercise utmost pressure to prevent civilian support of guerrillas. It is therefore necessary that both U.S. Special Forces and indigenous guerrillas receive training in how to win and retain civilian support for their operations. Although coercion may gain support under some circumstances, a guerrilla movement is dependent primarily upon voluntary assistance from the people. Training in civil affairs techniques for obtaining voluntary support is essential. Simple civic action programs can be most effective.

(*b*) The civil affairs staff section responsible for staff supervision of civil affairs activities in UW forces, assists in the accomplishment of this training by providing appropriate training material and qualified instructor personnel, as required. It also provides guidance on special civil affairs problems likely to be encountered in the target area.

(*c*) Under exceptional circumstances civil affairs personnel may be assigned to work with Special Forces operational detachments, particularly during the latter phases of operations prior to the linkup. These personnel, in addition to receiving the specialized civil affairs training described above, must also be Special Forces qualified and capable of full participation in the Special Forces effort.

160. Civil Affairs Support

a. Theater Civil Affairs Support.

(1) The most significant civil affairs contribution during the early phases of UW operations is performed in areas under friendly control. Civil affairs units can assist in the recruitment of expatriates who volunteer to return to the denied area to carry on UW activities or to assist in the training of others at the Special Forces Operations Base (SFOB).

(2) The theater CA staff element is responsible for the provision of overall civil affairs policy guidance for the theater UW effort and for the provision of CA personnel and units required for support of UW elements. It exercises primary staff supervision over civil affairs activities of theater UW elements.

(3) CA staff representation is provided to the UW task force for—

(*a*) Advice on obtaining civilian support and techniques of controlling the civilian populace.

(*b*) Civil affairs training assistance.

(*c*) Insuring that operational detachments are briefed on such matters as the political leadership, governmental organizations, and the economy and culture of the specific area of operation.

(4) CA elements should be attached to the SFOB as needed, to assist in the civil affairs aspects of planning, training, and operations.

b. Coordination of Civil Affairs Support With Other Agencies.

(1) CA elements assist intelligence elements in the preparation of intelligence and area

surveys in support of the UW effort. Prior to commitment of UW personnel into any area of operations, an intelligence collection plan is made which includes those essential elements of information (EEI) necessary for civil affairs operations. Because of the type of operations inherent in their mission, civil affairs staffs and units are able to render extensive support to other agencies in political, economic, and sociological matters of interest.

(2) CA elements assist PSYOP elements in the determination of propaganda themes which support U.S. political objectives. They also assist PSYOP personnel in the location and recruitment of key civilian assets from target areas who can assist the PSYOP program.

(3) Civil affairs responsibilities may include liaison with a government-in-exile. Recognition of a government-in-exile is a serious and delicate diplomatic act. Recognition in itself does not necessarily imply that the United States will render assistance to the government. If U.S. national policy includes assistance to a government-in-exile, this assistance might be restricted to advice and liaison necessary for preparing officials to perform duties of the officers to which they aspire. Civil affairs staffs and teams are especially qualified for assignment to the task of advising and assisting a government-in-exile. The responsibility may be given to a single liaison officer or to a CA unit, depending on the degree and detail of guidance required and the complexities involved. The United States may also provide assistance and support to a guerrilla movement which is responsive to a U.S.-recognized government-in-exile. In this way an indigenous chain of command can be established, providing to some extent a headquarters for the guerrillas.

o. Civil Affairs Planning Support for Evasion and Escape and Subversion Operations.

(1) Clandestine operations, that is, evasion and escape and subversion, have a direct bearing on future civil affairs operations. Theater CA elements have a continuing interest in the long-range political and economic effects of these operations and have responsibility for providing support to personnel committed to these activities.

(2) Through contacts with civilians and civilian organizations in friendly areas, civil affairs personnel may assist in the development of rosters of civilians to be used as—

(*a*) Organizers, leaders, or agents for clandestine activities in the denied area.

(*b*) Informants in hostile organizations which have contacts in denied areas.

(*c*) Craftsmen or technicians for special tasks.

(3) Direct support of clandestine operations may be provided by civil affairs personnel in friendly areas in the procurement of essential supplies and equipment such as—

(*a*) Civilian clothing and items of normal personal possession.

(*b*) Civilian equipment (e.g., binoculars, cameras, recording devices, radios, weapons, vehicles).

(*c*) Maps.

(*d*) Documentary matter including passports, visas, vehicle operator's licenses, birth or marriage records, or other similar documentation.

(*e*) Foodstuffs, tobacco products, or alcoholic beverages peculiar to the area.

(*f*) Barter items or local money.

(4) CA staff officers and units recommend the establishment of priorities in the evasion and escape nets for the exfiltration of selected persons from denied areas. These persons are identified through liaison with the government-in-exile and by obtaining information from other sources, such as refugees and allied government civilian agencies. Through its area research activities, the CA organization becomes an excellent source of information on matters such as geography, weather, wildlife, vegetation, agricultural produce, cover, transportation, language, customs, evaluation of deception measures, and identification of potentially safe contacts in the denied area.

161. Civil Affairs Support in Denied Areas

This support refers to support of the guerrilla forces, the auxiliary, and the underground. Special Forces units operating with the guerrilla forces are involved in civil affairs as soon as the first civilian contact is made. Because of political implications and the wide latitude of discretion allowed the Special Forces operational detachment commander in executing UW missions, it is of utmost importance that some officer in the detachment receive civil affairs training and act as a civil affairs advisor. After the guerrilla area of control has been expanded, civil affairs personnel or units, as required, can be attached to Special Forces operational detachments within the guerrilla warfare operational area to assume the political and other civil affairs responsibilities. These responsibilities in support of the combat mission include—

a. Advice to the commander on the political factors involved in proposed military operations. For example, an attack on an enemy installation may be possible, but may alienate the local inhabitants or expose them to reprisals to such an extent that the consequent political loss would far outweigh any possible military gain.

b. Advice on the organization of civilians into administrative units.

c. Advice on the recruitment of guerrillas and specialists.

d. Advice on the maintenance of favorable relations between the guerrillas and the populace and among area command factions.

e. Plans for the establishment or replacement of the governmental structure.

f. Advice on populace and resources controls to be used in guerrilla dominated areas.

162. Civil Affairs Operations After Linkup With Conventional Forces

a. As the conventional U.S. forces approach linkup with the guerrillas, the civil affairs plans for future operations should provide for—

(1) Recommendations for the utilization of the uncovered guerrilla forces no longer required for UW operations.

(2) Assisting in the indoctrination, retraining, and demobilization of former guerrillas before reintegration into normal society.

(3) Analyzing the social-political-economic significance of hidden arms and supplies, and other special intelligence.

b. The Theater Commander takes action to utilize or demobilize the guerrilla forces. The nature of guerrilla activities and the personality characteristics of the many individuals attracted to the guerrilla forces present a serious problem in regard to their acceptability in the community. In many cases where deep-rooted animosities and political frictions have developed, relocation may be the only solution. When guerrilla forces are demobilized there are administrative problems of records, final pay, decorations, collections of equipment, claims, investigations of alleged atrocities, and protection of individuals. Plans for the eventual disposition of the force are prepared at theater level, at the inception of guerrilla operations, and are kept current with the changes in the tactical and political situations.

CHAPTER II

CIVIL AFFAIRS IN CONUS

Section I. COMMUNITY RELATIONS

163. Principles and Policies

Basic principles and policies applicable to community relations programs in CONUS are contained in AR 360–61, other of the AR 360-series, AR 60–35, AR 95–1, AR 600–21, and AR 600–50.

164. Activities and Operations

a. Community relations activities in CONUS embrace both organizational relations and informal activities. Organizational relations include those formal, official, and interorganizational contacts between military and civil authorities and the organizations each represents.

b. For a discussion of specific projects and activities useful in operating a CONUS community relations program, see paragraph 26.

Section II. DOMESTIC EMERGENCIES

165. Martial Law

a. Among the domestic emergency situations that may justify recourse to martial law are flood, earthquake, windstorm, tidal wave, fire, epidemic, riot, civil unrest, or other extraordinary circumstances beyond the control capability of normal governmental officials. In such circumstances, a military commander may, on instructions from higher authority or on his own initiative if the circumstances do not permit delay, take such action as necessary to maintain law and order and assure the performance of essential governmental services. As government in the United States is a civil responsibility, the degree of military intrusion into the field of government, and correspondingly, the scope of military authority, is circumscribed by the necessities of the case.

b. Although in the United States no declaration of martial law is necessary, it is customary for the President, the governor of a state or territory, comparable officials of other political subdivisions, or the military commander in question, to publish a proclamation informing the people of the nature of the emergency and the powers which the military authorities are assuming. Such a proclamation by itself confers no authority on the military commander. It does serve, however, to define the area of military control and the specific governmental functions and responsibilities to be exercised by the military authorities.

c. As martial law is a temporary and extraordinary regime, great care must be taken in drafting proclamations, orders, instructions, regulations, or any other martial law directives. Such pronouncements must not assert more authority than is justified under the circumstances, must particularize the powers to be exercised; and must not have the effect of perpetuating the emergency or enlarging its scope. For more detailed information concerning military assistance to civil authorities see DA Pam 27–11, FM 19–15, and AR 500–50. For general application of civil affairs doctrine, see FM 41–5.

d. Detailed doctrine pertaining to authority for planning, conducting, and terminating military operations directed at control of domestic disturbances in CONUS (and oversea areas) is contained in FM 19–15.

166. Disaster Relief Operations

Even in the absence of hostile attack, military units with their disciplined manpower, technical experts, emergency equipment, stockpiled supplies, and transportation and communication capabilities often are called upon for disaster relief missions.

Operations vary with the locale and nature of the emergency. In the initial phases, certainly, there will be rescue operations, distribution of relief supplies, care for the injured, burial of the dead, prevention of the spread of disease, preclusion of looting, control of traffic, and restriction on the circulation of individuals. The situation may involve control measures, some degree of civil administration, or important consideration of liaison and coordination. Disaster relief teams usually are composite organizations consisting primarily of technical service personnel. CA units possess specialists with training and skills appropriate and adaptable to provide either staff planning and direction, or operating elements. (See Public Law 875, as amended; AR 500–60; and FM 19–15.)

Section III. MILITARY SUPPORT OF CIVIL DEFENSE

167. Scope

This section contains doctrine for civil affairs planning and operations in military support of civil defense, including disaster relief. The provisions of this section have particular application to the continental United States; however, when not in conflict with public law or other proper authority, they are equally applicable in the states of Hawaii and Alaska and in U.S. territories. See AR 500–60 and AR 500–70 for discussion of definitions; Department of Defense policies; responsibilities; Regional Civil Defense Coordinating Boards; Office of Emergency Planning; Department of the Army responsibilities, concepts, and policies, and implementation.

168. National Organization for Civil Defense

a. The Office of Emergency Planning (OEP), Executive Office of the President, is the central agency for national emergency policy formulation and direction of national operations. Its activities include, but are not limited to, working closely with the Office of Civil Defense and operating the National Resources Evaluation Center (NREC). The NREC is permanently staffed with representatives from key Federal departments and agencies. The NREC places particular emphasis on the application of advanced computer techniques to tasks of damage assessment and resource evaluation, and is concerned with preattack and peacetime planning as well as readiness for emergency operations. Along with its advanced computer activities, the NREC has developed manual methods for performing situation analysis and resource evaluation to meet emergency needs.

b. The agency of the Federal Government with the primary duty of advising, guiding and assisting the states and their political subdivisions is the Office of Civil Defense (OCD), a part of the Department of the Army. OCD is also responsible for carrying out Department of Defense civil defense responsibilities. OCD has eight regional offices throughout the United States. The OCD regional offices work with state civil defense agencies, and through them, with local civil defense organizations.

c. All states have legislation authorizing a program of civil defense. Each state has a civil defense director charged with advising the governor and other state officials concerning civil defense matters. He also assists each political subdivision of the state in establishing and maintaining a local civil defense organization. State adjutants general and their staffs prepare plans for military support of civil defense. In the event of attack, a state adjutant general and his military headquarters will be brought into active Federal Service. A state adjutant general will then be under the command of the CONUS army commander in whose area he is located, and will exercise *operational command* of the military support forces operating within his state.

d. The Civil Defense Warning System is a combination of Federal, state, and local systems. The Federal portion is termed the National Warning System (NAWAS), and it is essentially an extension of the military warning and detection systems that feed into the combat operations center of the North American Air Defense Command at Colorado Springs, Colorado. NAWAS consists primarily of three OCD warning centers. These centers are located at the NORAD Combat Operations Center, OCD Region 5 Headquarters (Denton, Tex.), and Washington, D.C. Backup centers are located at each of the other OCD regional headquarters. All are linked by a special voice communications system to several hundred warning points throughout the nation. These warning points, manned on a 24-hour basis, are located at key Federal facilities, state capitals, and many cities. Through a relay system, these

warning points send information to local authorities who are responsible for warning the local populace.

e. The Emergency Broadcast System (EBS), established by Executive Order of the President, is designed to provide local, state, and national (including regional) units of government with a means of communicating to the general public. The EBS plan provides for the use of most of the facilities and personnel of the broadcast industry to operate a functional system during a national emergency.

169. U.S. Army Organization for Support of Civil Defense

a. The United States Continental Army Command (USCONARC) and the CONUS armies comprise the basic structure through which military support of civil defense is planned and implemented in the 48 contiguous states and the District of Columbia. Further decentralization is accomplished by assignment of responsibilities to commanders of military installations and units. In the states of Alaska and Hawaii and in U.S. territories, military support of civil defense is planned and implemented by the appropriate unified command. The military chain of command parallels that of civil government thereby permitting effective military cooperation with State authorities through rapid coordination of military support requirements, reduction of response time; and flexibility in military support operations.

b. Army support of civil authorities in a civil defense emergency is considered a responsibility second only to combat operations. All available Army units in CONUS, both active Army and reserve component, not committed to higher priority defense tasks (AR 500–70), will be employed as required for essential missions in the event of a civil defense emergency. These units are included, as appropriate, in contingency plans for the execution of civil defense support missions.

c. General doctrine for the employment of U.S. Army forces in military support of civil defense is contained in FM 20–10.

170. The Role of the CA Organization

The basic responsibility of the CA organization in the civil defense support mission is to be prepared to—

a. Assist civil authority.

b. Temporarily replace civil authority when civil control and leadership have been destroyed or rendered ineffective.

171. Civil Affairs Role of Other Units in Civil Defense

Where CA units are not available for performance of civil affairs functions during military support of civil defense, other military units must assume these duties. Such units should, in addition to being given basic civil affairs training, be provided special training in the activities enumerated in paragraph 172.

172. Basic Civil Affairs Tasks

Military support to civil authorities in civil defense operations must supplement and be coordinated with state and local capabilities. In this effort, the basic tasks discussed in AR 500–70 include—

a. Restoration of utilities.

b. Emergency clearance of debris and rubble from streets, highways, airports, docks, rail centers, and shelters.

c. Fire protection.

d. Rescue, evacuation, and hospitalization.

e. Recovery and disposition of the dead.

f. Radition, biological, and chemical monitoring and decontamination.

g. Movement control.

h. Maintenance of law and order.

i. Issue of food, essential supplies, and materiel.

j. Emergency provision of prepared food and facilities for food preparation.

k. Damage assessment.

l. Provision of interim communications.

173. Civil Affairs Functional Tasks

CA staff sections, units, and teams can be utilized in the planning, supervision, or performance of any of the basic tasks enumerated in paragraph 172. In addition any or all of the following additional civil affairs tasks may be required:

a. Negotiating civil-military agreements to facilitate military support plans and operations.

b. Preparing area surveys, studies, and estimates for use in operational and logistical planning.

c. Conducting surveys of public information and communications media and preparing civil information plans and programs for emergency implementation as required.

d. Furnishing technical advice, assistance, and supervision in governmental, economic, and sociological functions.

e. Supervising the distribution of relief supplies.

f. Providing advice and assistance in public safety, public health and welfare matters, or supervising such activities.

g. Assisting in or supervising the restoration of commerce and industry.

h. Providing public works and utilities rehabilitation assistance, advice, and supervision.

i. Controlling refugee movements, to include provision of measures for family re-unification, camp administration and operations, and relocation and resettlement activities.

j. Providing support to existing civil government or providing the nucleus and framework for emergency government missions to include—

(1) Establishing and operating civil affairs tribunals when the civil courts are unable or unwilling to function.
(2) Full performance of the tasks shown in *a* through *i* above.
(3) Recruitment and training of civilians for governmental functions.
(4) Planning and execution of the transfer of governmental functions back to civil authority.

174. Planning Factors

a. References—

(1) Unclassified information on employment of CB weapons—FM 3–10.
(2) Capabilities and employment of CB weapons—FM 3–10A; FM 3–10B.
(3) Nuclear weapons employment—FM 101–31; DA Pamphlet 39–1.
(4) Field behavior of chemical agents—TM 3–240.
(5) Chemical protective clothing policies and utilization of chemical agents—AR 700–62.
(6) Protective clothing and accessories—TM 3–304.
(7) Training exercises and integrated training in CBN warfare—FM 21–48.
(8) Individual protective measures during CBN warfare—FM 21–41.
(9) Defense against CBN weapons—FM 21–40.
(10) Mass handling of the dead—FM 10–63.

b. Predicted impacts of hostile attacks at all levels of intensity by—

(1) Nuclear and thermonuclear weapons.
(2) Biological weapons.
(3) Chemical weapons.
(4) Conventional weapons.
(5) Combinations of nuclear, thermonuclear, biological, and conventional weapons.
(6) Overt or covert means of delivery.

c. Predicted postattack civil and military capabilities and resources to include consideration of—

(1) Availability of suitable prepositioned control equipment and supplies.
(2) Reliability of specific disease endemicity factors as guides to establishing priorities of effort for disease control.
(3) Effectiveness of control measures in determined geographic locations and climatic conditions.
(4) Controls required for coordinating time-phased recovery operations with other civil-military emergency activities, such as radiological or chemical decontamination and debris clearance.
(5) Availability of trained and knowledgeable civilian or military labor.

d. Predicted availability of CA units and civil affairs trained personnel.

e. Predicted military support requirements for provision of emergency—

(1) Power sources.
(2) Communications equipment and supplies.
(3) Operation of facilities. In such cases military personnel requirements will include—
  (*a*) Engineer specialists.
  (*b*) Signal specialists.
  (*c*) Civil information, psychological operations, and public safety officers.
  (*d*) Intelligence officers.
  (*e*) Administrative specialists.
  (*f*) CBR specialists.

f. Supporting teams of specialists required from other military resources would include Medical, Quartermaster, Engineer, Transportation, CBR, Aviation, Signal, Military Police, Psychological Operations, and Intelligence.

175. Civil Affairs Planning

a. It is essential that the Army headquarters and installations concerned participate in formu-

lation of civil defense plans and in the evaluation of their effectiveness during exercises. A basic requirement is civil affairs training for all military personnel, active and reserve, for emergency operations in support of civil defense. Such training should be area and target oriented to insure familiarity with applicable contingency plans and potential postattack environmental conditions. In this connection, CA USAR units should be employed wherever available for the conduct of special area studies and surveys, as well as for other assistance in planning. Plans should provide for augmenting non-CA military units with CA teams and skills as required.

b. The nature, scope, and duration of conventional, nuclear, chemical, and biological attacks influence the allocation and tailoring of civil affairs units for operations in support of civil defense.

c. Associated considerations include population densities, level of social and economic development, political arrangements, civil defense capabilities, and concurrent military requirements. Specific existing bases of allocation such as those contained in tables of organization and equipment should not be relied on completely as adequate for emergency operations.

d. In order to accomplish assigned missions, civil affairs units may require augmentations of both special equipment and personnel. In this connection, the use of military personnel in a casual status and reserve and retired military personnel, as required by the needs of the situation, should be considered. Such personnel can provide both CA and non-CA units with a variety of useful civil defense skills which would not otherwise be available.

e. Areas of operation may range from a devastated local community to several states. Massive regional destruction may necessitate use of one or more CA Area Headquarters units, with supporting CA and other specialist teams, to meet the needs of the situation. The planning factors listed in chapter 3 for the tailoring of CA units are applicable here.

f. In all civil affairs operations in support of civil defense, operational priorities must be included in plans to control the relative order and time-phasing by which operations will be conducted in target areas. In the event of massive attack there may not be sufficient CA resources to meet all needs simultaneously. CA resources must be initially distributed, managed and used in conformance with established priorities based upon predetermined criteria for restoration of critical areas. Because of the broad scope of civil affairs activities, it is particularly important that the civil affairs support plans reflect complete assessment of priority requirements derived from area surveys, predetermined criteria, and early damage assessment reports.

g. Military necessity may require removal of all or part of the military force prior to completion of the support mission. It is essential that plans of both the military and the civilian authorities take this into account. Solutions should be tested in exercises and revised as appropriate. Civil affairs units must anticipate such requirements, including certain situations in which units must be withdrawn and leave behind only a portion of the most essential personnel for mission completion. The cellular structure of most CA units permits a great degree of flexibility for this purpose.

h. CA units should be included in military support plans wherever practicable; however, civil affairs activities are basically complementary to, rather than a substitute for, civilian efforts, and will be directed toward the strengthening of the civil government's capabilities. CA units surviving attacks and available for support may represent only a small portion of the total effort required.

176. Coordination with Civilian Agencies

a. In both preattack and postattack phases of military planning and operations in support of CONUS civil defense, civil affairs units and staffs coordinate with other Federal, State, and local organizations as required to facilitate accomplishment of their support mission. Specific objectives of coordination are to provide for efficient and effective plans and operating procedures and to preserve all practicable bases for continuity of effort (see AR 500–70 and the National Plan for Civil Defense).

b. Coordination with state and local agencies is accomplished between military echelons and levels of civil government with corresponding planning or operations requirements. A fundamental objective of coordination of planning and operations at the state and local levels is to facilitate continuity of effort under all conditions, including those created by the establishment of martial law.

c. In the preparation of military plans, existing civil government plans at local levels should be

assessed, to include relationships of city, county, and township governmental units and the capability for unity of effort in emergencies. Where metropolitan areas cross state lines, an additional problem exists which will necessitate coordination of interstate effort.

d. Coordination with many nongovernmental public and private groups and organizations is equally necessary. Examples include public utilities companies; industrial and business organizations, private clubs, church groups, and educational institutions.

177. Government Support Operations

a. In military support operations conducted under conditions in which the civil government is functioning, CA units normally are employed as part of a military task force tailored to provide the requisite assistance. While CA units assist in all aspects of support operations according to their capabilities, casualties among government officials and employees may necessitate emergency integration of CA teams or specialists into the civil government in order to preserve vital continuity. Examples of the types of CA teams or specialists which may be required include Public Health, Public Works and Utilities, Economic, Public Safety, Civil Information, Public Welfare, and Agriculture. Military support operations should be accomplished in a manner permitting the full utilization of the remaining civil defense and other civilian organizations.

b. Only in those circumstances in which the civil authority has been destroyed or rendered incapable of further operation does the military assume complete control. In these situations, the military remains in authority and the status of martial law exists only until the civil authority is again able to assume its sovereignty. All available CA units and specialists, active Army, reserve component, and retired may be needed. Where such units and specialized personnel are not available in adequate numbers, consideration should be given to augmenting the civil affairs activities of non-CA units with such CA personnel as are available. Operations must be conducted in such manner as to preserve the continuity of the Civil Defense Program if possible, and facilitate reestablishment of civil government at the earliest possible date.

c. In every situation, transition operations are of special interest. Once civil functions are assumed by military personnel, it becomes necessary to provide for replacement of the military by civilians. Return to civil control should be accomplished activity by activity and function by function in order to assure continuity of operation, to provide for needed interfunctional coordination during transition, and to release military personnel for other assignment in the minimum possible time.

d. In certain cases of military necessity, the Secretary of Defense may declare specific geographical areas as "Military Areas." In such areas, civil governments will accord precedence to military requirements and will conduct civil defense in a manner which does not impede the execution of the military mission. Military forces in these "Military Areas" will not exercise jurisdiction over civil government, the populace, or resources except as required for accomplishing the military mission. CA staff sections, units, and teams should be used to conduct essential liaison for this purpose with civilian agencies.

e. During military support operations within the boundaries of a single state, CA units normally would function as part of the military task force made available to the federalized state military headquarters. Exceptions may occur in a specific local situation in which a civil affairs unit constitutes the entire military capability committed.

f. Under some circumstances, the exercise of military control may become high complicated because of large areas involved, existing political boundaries, or similar reasons. In these situations, it may become desirable to centralize military control under some equivalent of a civil affairs command. This command would control operations through state headquarters which are still operational, or through CA units or other military units in the area as required. This would free CONUS Army commanders and CONARC from operating details which might impede performance of other missions. Where practicable, the civil affairs command should be collocated with a Civil Defense Regional Headquarters.

g. Where CA staffs, units, and individual specialists are available they will be especially valuable in organizing and supervising postattack control measures. A typical metropolitan area will have limited numbers of technical specialists and trained labor in its regularly employed government work force. Augmentation by military specialists and labor may be required during emer-

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gencies for operations and for replacement of casualties among key personnel.

h. CA Civil Information teams may assist, or if required, replace lost state or local civil defense public information personnel. Basically, civil information under postattack circumstances is concerned with informing the public, through existing or improvised media, concerning their role in emergency operations. The objective of civil information activities is to aid the military commander in accomplishing his mission by gaining the support of the people and by stimulating cooperation in carrying out actions essential to protection of life and property and to expeditious recovery from the effects of the attack. Types of information disseminated to the public may consist of civil defense instructions, technical advice, or official reports concerning the status of recovery operations. Information released to the public should conform to established security policies and procedures set forth in Army regulations. Policies and procedures should be coordinated with the command intelligence officer. To minimize actual or potential panic, it is essential that news vacuums be avoided, as well as the spread of subversive or spontaneous rumors. Contents of releases must be accurate and factual. Where available media are limited, only information essential to keep the public informed should be released.

178. Refugee Operations

a. Where states or localities have received sufficient warning time to conduct selective evacuations prior to attacks, CA units or functional teams may be used to assist in the operation of existing refugee camps or to supervise the establishment of additional camps. Under some emergency conditions, CA refugee operations may involve large-scale collection, transportation, administration, logistical support, and resettlement activities. Where circumstances require, refugees should be assembled at collection points where they can be registered, and provided emergency first aid, rations, and clothing as needed. Those requiring further medical care should be hospitalized if possible. Uninjured men should be assigned to general labor pools, except where professional or technical skills are noted. These individuals can be used in their basic or a closely related skill. Single women should be assigned to assist in messing facilities, emergency hospitals, administrative tasks, or similar activities. Young children, their mothers, expectant mothers, and the elderly or infirm should be moved by the most expeditious means to refugee camps located outside the target area.

b. Current civil defense policy emphasizes shelter, rather than evacuation, as the action to be taken by the U.S. public immediately prior to an attack. This is based on increased weapons yields, decreased warning times, and the difficulties of controlling large-scale movements of civilians. Maximum use of shelter will also aid in reducing panic. It will also be beneficial under conditions of chemical and bioligical attacks, as civilians have only minimal protection capabilities such as protective masks, air filtering equipment, and medical assistance. Therefore, official orders to move large groups of civilians normally will be given only in those situations where weapons effects exceed the shelter protection capabilities, or in the postattack period to remove nonessential civilians to areas which are better able to provide requisite facilities, or are in less danger of further attack. Where destinations are not designated in civil defense plans, they must be considered in contingency plans developed by the military for emergency support operations. Duration of stay at such destinations must also be taken into account.

c. Movement under emergency conditions may take place whether ordered or not. Preattack and postattack control may present serious problems beyond the capabilities of the civil authorities. Military support plans must anticipate this problem and provide for it by assigning specific tasks to appropriate military units. While such tasks normally will be performed in cooperation with civil authorities, under some circumstances the military forces may have to exercise complete control. In any event, military operational facilities may be used to provide for emergency feeding and medical care. Military personnel may have to direct people into holding areas where controlled movement can be organized to return them to their homes or to relocation sites.

179. Special Training Requirements

a. Many Federal, state, and local agencies may have only limited numbers of trained personnel available to produce emergency estimates to serve as a basis for resource decisions and operations. This situation could require temporary integration of military personnel into the structure of the surviving civil defense system in the attack

area. It is essential that these military personnel, particularly CA specialists, be thoroughly familiar with emergency procedures and systems, especially those standardized in the national civil defense program. Under such conditions, normal military techniques and procedures may not be completely applicable and could generate unnecessary and dangerous confusion. Accordingly, in addition to any other required training, civil affairs personnel, or other military personnel who may perform similar emergency duties, should receive special instruction in the areas mentioned in *b* below.

b. Training of CA or non-CA units for operations in support of CONUS civil defense must be consistent with the operational requirements of appropriate contingency plans and the training directives of higher authority. The scope of minimum essential training should include—

(1) Effects of mass destruction weapons.
(2) CBR defense.
(3) Preattack planning, including preparation of area studies.
(4) Postattack recovery measures.
(5) Civil defense program management, including—
  (*a*) Policy formulation.
  (*b*) Organizing and staffing for civil defense operations.
  (*c*) Operation of Emergency Operations Centers (EOC).
  (*d*) Acquisition of intelligence.
  (*e*) Civil information.
  (*f*) Management of emergency resources.
  (*g*) Shelter and shelter system management.
  (*h*) Damage assessment.
  (*i*) The preparing and conduct of readiness exercises.
  (*j*) Liaison and coordination requirements and procedures.
  (*k*) Administration.
  (*l*) Communications.
  (*m*) Transportation.
  (*n*) Handling refugees and evacuees.

CHAPTER 12

POST COMBAT SUPPORT OF ALLIES

Section I. INTRODUCTION

180. General

a. When the territory of a friendly country has been ravaged by war, has been exploited economically beyond a point where self recovery can be expected, or has been so suppressed politically that its citizens lack the essential fundamentals of self government, the United States may assume responsibility for supporting that country. The assumption may be one of total responsibility or it may be shared with other nations. Support may be direct, or through an international body such as the Organization of American States or the United Nations.

b. The U.S. Army is charged with being prepared for service as may be required to support the U.S. national interest. Although the role of support of allies is not always assigned to the Army, or to other military services, responsibility for preparedness for such duty continues. This involves planning, training of personnel, structuring of units, and possible prestockage of supplies.

c. The recipient of this support may be a traditional ally or a state that has only recently become associated with the United States. It may be located anywhere in the world and be at any stage of economic or cultural evolution. There should be an agreement between the United States and the ally to define relationships between U.S. forces and the local population, and including such matters as the authority and conditions under which U.S. forces may be employed in the area, the facilities and services which each country may provide to the other, and the degree of authority which the military commander may assume regarding normal functions of civil government. See FM 41-5 and chapter 1 for discussion of civil affairs agreements.

181. Relationships

a. Contacts with indigenous citizens, officials, and unofficial leaders are an essential part of these support operations. Number, frequency, and character of such contacts vary widely and merely making contact does not alone guarantee success. Failure to establish appropriate contact does, however, assure failure of mission. These contacts must become working collaborations. Individuals in the U.S. Army and individuals in the indigenous military and civilian environment must think of themselves as working partners in an interrelated process, each knowing the contribution he should make and the contribution expected of the other, and neither impinging on responsibilities of the other.

b. Since the Department of State is charged with primary responsibility for foreign policy, major commands may have political advisors (POLADS), who represent the Department of State, especially if no ambassador is accredited to the country. Department of State counsel is of great importance in routine matters as well as in the crucial policy decisions made by military commanders. The role of the POLAD in such missions is of greater operational significance than it would be under combat conditions, since this type of mission is basically political.

c. U.S., international, or third country civilian organizations will probably be active in the country. These agencies may be public or private. The host country will have granted authorizations, which normally specify their areas of interest. The projects of these international bodies should, and often do, complement U.S. sponsored programs. Although their resources are often from U.S. origins, the Army has little or no authority over their

activities while they act within their agreements with local authorities. U.S. Army personnel must cooperate with, and gain cooperation from, their representatives.

d. If military units of another foreign country are operational in the same area, their status, mission, and responsibilities should be clearly explained in appropriate directives disseminated to U.S. Army personnel. All military units usually will be part of a combined command that includes U.S. forces, but each national force may have assigned functions or geographical areas.

Section II. PLANS

182. Initial Planning

a. Operations are governed by national level decisions. Directives must be communicated as soon as published to all advisor, program, and project personnel. Usually implementing instructions by intermediate headquarters are needed for application of policy in specific situations. Under no circumstance should such instructions replace or delay distribution of policy guidance publications.

b. If encouraging change is part of the U.S. objective, the feelings of local people must be judged carefully and recommended changes be presented as advantageous and consistent with local social evolution. It is futile to attempt to make basic social changes quickly. Forms of government, occupational methods, marketing customs, family and tribal controls, and religious standards are some of the many fields in which people may be reluctant to deviate from established practices. To be worthwhile, a reform effort must be one that will last. Short-range projects must fit into long-range programs and long-range programs must not ignore the present or the near future.

183. Personnel Qualifications

Personnel for such operations must be competent soldiers, qualified in the skills in which they are to specialize, and temperamentally equipped to work effectively with people of other nationalities. People in this assignment must have, or be willing to acquire, some knowledge of at least one language used by the people in the area of operations. Grammatical excellence and fluency are desirable although not necessary. Some knowledge is essential, if only to be able to communicate intelligently through an interpreter.

184. Background Influences

Policy directives should state clearly what ends are to be attained. However, local conditions, many of which are not subject to U.S. influence, determine choice of methods. Among these factors are—

a. Effects of hostile military occupation.
b. Political, legal, and social heritage.
c. Population composition and attitudes.
d. Current development status of the economy.
e. War damage.

CA staff sections of headquarters of U.S. Army units committed to such a program, and commanders of CA units must take all of these background influences into account in making their CA estimates of the situation. (See FM 101–5 and app E.) While there is usually no hostile force involved, the other factors which must be considered for estimates and plans are all equally applicable to this mission.

Section III. OPERATIONS

185. Civil Affairs Aspects of the Operation

For the U.S. Army, a commitment to this type operation is a commitment to what is primarily a civil affairs mission. The priority civil affairs activity normally is the support of the functions of government. Other major civil affairs activities which may be involved in support of the priority activity will usually include—

a. Participation in populace and resources control.
b. Participation in military civic action.
c. Community relations.
d. Military support of civil defense.
e. Consolidation of psychological operations.

186. Priority Activity

a. Support of the host country government is the fundamental activity, for unless this government can be made viable and exercise its authority effectively throughout the national territory, little will have been gained in the long run. All other activities are pointed toward support of this major activity. The U.S. effort will include coordination with host country agencies at all levels in the plan-

ning and execution of all parts of the program, and demonstration to the people of the respect in which that government is held by the representatives of the United States.

b. Actual assistance in public administration may be desired, particularly in developing nations or in nations which have been so badly damaged that they must reconstitute an administration utilizing relatively untrained or inexperienced personnel. The problem probably will be acute at intermediate and local levels. In this situation CA Public Administration and all the other functional teams can be used to provide operational support and formal or on-the-job training for host country personnel. These teams may actually perform governmental functions on a temporary basis in the immediate postconflict period.

c. Examples of such assistance by functional teams could include—

(1) Public Finance Team—Drafting of local budgetary procedures and assistance in drafting a basic budget.

(2) Public Welfare Team—Assistance in the creation or reconstitution of institutions such as orphanages and old people's homes.

(3) Public Education Team—Demonstration of teaching techniques at all school levels and introduction of audiovisual means for adult education programs for illiterates.

187. Other CA Activities

a. In war ravaged countries, and in many developing nations, people have become accustomed to the use (or misuse) of resources without regard for the common welfare. In any event, such nations are apt to experience a prolonged period of severe shortages of items necessary for the proper creation or reconstitution of an economy. Shortages may make laborers unwilling to work, or unwilling to do the kinds of tasks which are required. These conditions, and others which might include a flourishing black market, may necessitate a populace and resources control program. While the nation may not at the time be faced with an insurgency, the allocation and control problems will be very similar to those of a nation engaged in internal defense operations. Techniques as described in chapter 6, may be used to remedy the situation. U.S. CA personnel, and other military personnel acting under CA staff guidance and supervision, may be used to plan, advise, train, and assist in a populace and resources control program. They are most likely to be required in the detailed planning phase; and here the Public Safety, Tribunals, and all of the Economics functions teams will have a part to play. Preferably U.S. military personnel should not be used in the actual enforcement processes as this would give the operation the appearance of a foreign occupation and might well do more harm than good. Accordingly, a decision to use U.S. units for such purpose should be made only by the senior U.S. commander in the country.

b. All of the environmental improvement measures which a host country may undertake (ch 5) and the military civic action outlined for U.S. and host country forces (ch 6 and 7) will be applicable in the postcombat situation. A major contribution of U.S. forces will be the stimulation, training, and equipping of host country military and paramilitary forces to undertake military civic action projects which fit the overall program and which complement the work of other agencies. U.S. units will normally also participate in military civic actions directly, but should present them as having been planned and accomplished under the aegis of the appropriate host country governmental agency.

c. U.S. units will place emphasis upon their community relations (ch 2) and train and advise host country military forces to do likewise. U.S. Army community relations activities, if they are to succeed in their purpose, should be clearly labeled as activities of U.S. military forces. While some community relations projects may resemble military civic action, the primary distinction is that military civic action is intended to help the host country in its nationbuilding program, while community relations are matters directly between the U.S. forces and the general populace.

d. Military support of civil defense will play a smaller but important part in the overall effort even if there is no threat of further armed conflict. The same or similar organizational techniques and programs are useful to prepare for and to meet natural disaster situations which may arise. The host country military forces should be encouraged to assist the civilian populace in organizing and preparing for disaster situations and for providing prompt relief, rescue, and rehabilitation work if disaster should strike. Here, too, U.S. forces should participate and may do so in the name

of the United States as well as providing support to host country efforts (ch 9 and 11).

e. Consolidation psychological operations are essential to build or restore a sense of nationhood and responsible citizenship, particularly where the populace is war weary. Psychological operations are a vital instrument in explaining the need for programs which may be unpopular, such as populace and resources control, and for the hard work and sacrifices required from the people to improve the environment. These operations should not gloss over difficulties and errors, but present the problems and the solutions proposed and instituted by local government in the most favorable light possible, consistent with the facts of the case. CA civil information personnel should provide overall policy direction and train and assist host country governmental agencies and information media in the accomplishment of this program. As in internal defense, no other civil affairs major activity can be performed with optimum results without appropriate and effective civil information and psychological operations support.

188. Transition to Civil Authority

The object of these operations is to provide for termination of military responsibility and transfer of all functions to host country civil authority, or to civilian agencies of the U.S. Government, or international bodies. This may involve a fairly short period or these operations may extend for years. In any event, planning for termination of U.S. Army operations and for smooth turnover of functions to civilian agencies must be an integral part of every phase of the operation. Turnover will be expedited and eased if those who are to assume responsibility can be encouraged to come in while U.S. Army personnel are still on the job, observe the operation, and gradually assume the mission. This will provide maximum continuity and minimum disruption for the people who are affected by the particular operation.

CHAPTER 13

MILITARY GOVERNMENT

Section I. INTRODUCTION

189. The Nature of Military Government

a. Military government is the form of administration by which an occupying power exercises executive, legislative, and judicial authority over occupied territory. It is established and maintained for governing—

(1) Occupied enemy territory.
(2) Domestic territory recovered from rebels treated as belligerents.
(3) Allied or other territory recovered from an enemy (including neutral territory and and areas unlawfully incorporated by the enemy into its own territory) unless or until these territories are the subject of a civil affairs agreement.

b. The authority of the occupant is supreme over the occupied territory and population. Within limits of international law, the occupant may exercise the functions of government itself and exclude the local authorities. The intensity and extent of controls will vary with circumstances and policy. Performance of some governmental functions by authorities of the previous government is not inconsistent with a military occupation, so long as the power and purpose to exercise supreme authority in the territory are maintained by the occupant. In other words, the conclusion of an agreement between the occupant and the previous civil government concerning the authority to be exercised by each does not necessarily bring military government of the area to an end.

c. Military government depends on skills and training not customarily expected to be part of the attributes of military officers. The problems involved are not the same kind of military problems encountered in the strategy of a campaign or in the tactics of a battle. Nevertheless, it is quite clearly a military responsibility in the sense that once a commander has occupied territory he must assume the obligation for the government of the civil population. In at least the first phase of his occupation, he will carry out his obligations with soldiers. But their duties will not be those of war; they will be administrative in nature and political and economic in character. Only the authority will be military.

d. This does not mean that military government is exercised without legal responsibility. A commander acting as a military governor, or his deputy delegated to act as governor is granted sweeping powers but at the same time is closely bound both by international law and the law of his own country. This requires him to have at his disposal expert legal counsel and advice. Under the laws of war, a commander may suspend or alter national laws for demonstrable cause, but his powers over property in enemy territory have been carefully circumscribed.

190. Basic Principles

There are five basic principles which are applicable to the establishment of military government in the postcombat period.

a. International law requires the occupant, so far as he is able, to maintain an orderly government in the occupied territory.

b. No nation may expect to gain a lasting victory from modern warfare without taking into account the future activities and orientation of the enemy civil government and population.

c. An organization must be planned; it cannot be improvised.

d. To be effective, military government must act as both the instrument and, in the absence of adequate guidance, the creator of foreign policy.

e. Military government is not a permanent regime, and from the outset plans must be made for the transfer of power to civil authority.

191. Rationale for the Creation of a Military Government

Since Army forces have the unique capability of providing control of the enemy's land areas and the population therein, and enforcing surrender terms after victory has been assured, the implementation of the military government portions of the national plan for occupied territory is normally an Army responsibility. The Army, in effect, is required to replace civil authority in territory it has conquered or occupied, with military rule until civil authority is either restored by treaty or inaugurated with U.S. consent.

192. The Responsibility and Authority of the Military Governor

The military governor is the military commander or other designated person who, in an occupied territory, exercises supreme authority over the civil population subject to the laws and usages of war and to any directive received from his government or from his superior.

193. Occupied Territory

Occupied territory is territory under the authority and effective control of a belligerent armed force. Territory is considered occupied by the United States when U.S. forces have taken firm possession of such territory for the purpose of holding it. The number of troops necessary to maintain the authority of the occupant will depend on the density of the population, its degree of subservience to the occupant, the nature of the terrain, and similar considerations. It is not necessary that troops be physically present in all quarters of the occupied territory; it is sufficient that the occupying forces can, within a reasonable time, send detachments of troops to make the occupant's authority felt within any district. However, a mere proclamation that certain areas are occupied (a so-called "paper-occupation") is not sufficient to establish occupation. Similarly, the occupant may need to assume only a minimum of military government functions if the local government is effective and not hostile to the occupant.

194. Limitations Imposed by International Law and Agreement

a. General Principles. The general principles of customary international law and applicable international agreements will be faithfully observed in the conduct of military government (FM 27-10). The most important treaty provisions on the conduct of belligerent occupation are to be found in The Hague Regulations Respecting the Law and Customs of War on Land of 1907 and the Geneva Convention Relative to the Protection of Civilian Persons in Time of War of 1949 (hereinafter referred to as the Geneva Civilian Convention of 1949). It is particularly important that CA personnel have a thorough understanding of this latter agreement since it is one of the primary legal sources governing the conduct of relations with the populations of belligerent and occupied territories.

b. Respect for Existing Law. The occupant must respect the existing law "unless absolutely prevented" from doing so (Art 43, The Hague Regulations of 1907). Penal laws may be repealed or suspended only in cases where they constitute a threat to the occupant's security or an obstacle to the application of the Geneva Civilian Convention of 1949 (Art 64); e.g., those penal laws which are in conflict with the humanitarian principles of the convention. The extent to which laws are to be suspended or abrogated by the United States in occupied territory is a matter to be determined at governmental level and will be prescribed in directives to the senior U.S. commander. Detailed doctrine on the limitations imposed by international law on the administration of punitive justice in occupied territory is contained in paragraphs 211 through 214.

c. Treatment of Population.

(1) Under the Geneva Civilian Convention of 1949, fair, just, and reasonable treatment of inhabitants of occupied areas is required. It is an essential basis of military policy, if political-military-economic objectives are to be achieved and the occupation is to be successful, that the inhabitants do not become either future enemies or permanent liabilities. Further, just treatment encourages the support and cooperation of the inhabitants and thereby reduces the effort of the occupant. This policy does not prohibit necessary punitive and disciplinary measures essential to good order but does forbid recourse to capricious or unnecessarily harsh treatment.

(2) The term "protected persons" may be generally defined as nationals of a Party

to the Geneva Civilian Convention of 1949 who, at a given moment and in any manner whatsoever, find themselves in the hands of a party to a conflict or occupying power of which they are not nationals (Art 4, Geneva Civilian Convention of 1949). No protected person may be punished for an offense he or she has not personally committed. Collective penalties and all measures of intimidation or terrorism are prohibited. Pillage is prohibited. Reprisals against protected persons and their property are prohibited. The taking of hostages is prohibited.

(3) The importance of the recognition of human rights such as respect for personal and property rights, the sanctity of marriage, the inviolability of the home, and freedom of religious worship cannot be overemphasized.

d. Protection of Cultural Property.

(1) Cultural property is defined as any property of great importance to the cultural heritage of a people, such as monuments of architecture, art or history; archaeological sites; buildings which are of historical or artistic interest; works of art, manuscripts, books, and other objects of artistic, historical or archaeological interest; scientific collections and important collections of books or archives; or reproductions of the property defined above. Buildings used for cultural or religious purposes are included in the definition of cultural property.

(2) Armed forces are bound to refrain from any use of cultural property and its immediate surroundings for purposes which are likely to expose it to destruction or damage, and to refrain from any act of hostility directed against such property. These obligations may be waived only in cases where military necessity imperatively requires such a waiver. Armed forces must also undertake to prohibit, prevent, and if necessary, put a stop to any form of theft, pillage, or misappropriation of, and any acts of vandalism directed against cultural property and religious edifices (FM 27–10).

e. Publication of Regulations. Article 65 of the Geneva Civilian Convention of 1949 provides—

> **The penal provisions enacted by the Occupying Power shall not come into force before they have been published and brought to the knowledge of the inhabitants in their own language. The effect of these penal provisions shall not be retroactive.**

Accordingly, proclamations, ordinances, orders, and instructions intended to be binding upon the inhabitants will be published in written form, both in English and in the language(s) of the inhabitants and dated. All such regulations addressed to the inhabitants are given the widest feasible publicity within their area of application.

Section II. PLANNING

195. Planning Factors

a. The status of the nation to be governed is one of the factors that has to be taken into consideration. Is it a highly sophisticated, industrialized, and modern complex? Is it primarily an agricultural society? Is it an underdeveloped area? Different numbers of men with different kinds of skills will be called for depending on the answers to such questions.

b. The size of the population to be governed is another factor.

c. The objectives of an occupying power with regard to the state of the local economy have a bearing. Is the economy to be maintained or is it to be placed on a higher level?

d. Fewer occupation personnel are required if the people of the area are given the responsibility for local government with the occupying power maintaining directive and controlling jurisdiction to insure that the authority of the occupation is complied with.

196. Armistice Planning

Hostilities are often terminated by the conclusion of an armistice. Although armistice agreements normally are signed by military officers, their political importance is such that the Department of State and other nonmilitary departments of the U.S. Government have a significant interest in their terms. When an occupation is to follow an armistice, the agreement will contain provisions as to the powers of the occupant and the obligations of the government submitting. It is important that these provisions be chosen

with foresight and drafted with skill, and that consideration be given to economic and political matters as well as those which are of a strictly military character. Inadvertence may result in hindering the occupation authorities; ambiguity may embarrass them; needless severity may produce a reaction against the government that dictated the terms.

197. Planning Procedures

a. Since detailed prior planning is essential at all echelons of command within the area of operations, the area or senior U.S. commander must provide an overall civil affairs plan for the guidance of his subordinate commanders in order to prescribe the objectives of civil affairs operations and insure continuity of policies and uniformity of their application.

b. The military force serves primarily as an instrument of national policy in the attainment of political objectives. Accordingly, the area or senior U.S. commander insures that primary attention is given in the preparation of his plan to the political-military-economic objectives received from the appropriate Department of Defense authority and to limitations which may be imposed by the rules of customary international law, or terms of treaties or agreements. Consideration is given to the mission of the command; policy guidance received from higher authority on political, economic, and sociological matters; and the degree of control or influence to be exerted over local agencies of government. A detailed prior study must be made of area intelligence to include geographical and economic features; the density and composition of the population; forms and levels of government; and attitudes, customs and traditions of the people. Information on sources of area intelligence is contained in chapter 4.

c. The overall area civil affairs plan prescribes the objectives of operations, specifies the depth and extent of the area to be covered by projected operations, provides information on the anticipated phasing of the operation, furnishes guidance on the delegation of civil affairs authority to the commanders of major tactical and administrative commands, establishes the CA organization and requirements for units, and includes direction on the deployment of command and area support units. The overall plan furnishes general instructions on the conduct of relationships with national or local civilian authorities and the degree of control, influence, or supervision to be utilized. Policies are set forth pertaining to the conduct of the various CA functional specialties and the levels of government at which they will be conducted. Guidance is also included on the extent of procurement of local supplies, equipment, real estate and services for military use; the furnishing of civilian relief; economic and military aid from U.S. resources; offshore procurement; and on other matters essential to the conduct of civil affairs operations. When projected operations are to extend into the territory of two or more nations, variations of objectives and policies with respect to each nation necessitate clear differentiation in plans. Planning for the deployment of units should stress simplicity and flexibility so that unforeseen requirements can be met readily with minimum disruption of the planned organization.

198. Planning for the Transfer of Authority

a. Military government authority should be transferred to a U.S. or allied civilian authority when the political situation allows. This may occur shortly, or many years, after the termination of hostilities. Planning for this transfer should actually begin prior to the start of military government operations and should be continuous. Normally some considerable period of advance warning will be given prior to the date of actual transfer, but this may not provide sufficient time for planning for the turn-over to civil authority.

b. Preferably, the civilian officials who are to take over from the military government should come in well in advance of the take-over date and gradually be integrated into the control structure to provide for continuity of policy and effectiveness of operations.

c. This planning should be accomplished jointly, at least in the latter phases, by the military governor's staff and the incoming civilian agency.

199. Chain of Command

A civil affairs chain of command is used in areas where subordinate tactical and administrative commanders are not authorized to conduct military government operations. In such a situation the senior U.S. commander controls operations through a unit, or staff section, which supervises and directs the activities of the CA units within its area of concern. It is normally desirable that military government operations be centralized in the CA organization when the military situation

is no longer critical, and prior to the transfer of the operation to a civil agency of government. The factor determining the type of command channel employed is the tactical or occupational nature of the military mission. The CA chain of command provides the desirable uniformity and continuity of operations not always possible when military government is directed by a number of subordinate tactical or administrative commanders. Close command and staff liaison between the commanders of CA units and commanders of tactical or administrative units should be maintained when the CA chain of command is employed in order to produce coordinated action. The employment of the CA chain of command does not deprive tactical and administrative commanders of their organic CA staff sections, nor does it relieve them of obligations imposed by treaties, agreements or customary international law to insure that humanitarian or other principles are observed by their troops.

200. Allied Military Government Organization

a. If the U.S. forces which are operating in conjunction with troops of other countries occupy enemy territory, the military government of the area concerned may become an international responsibility. In an international command, military government planning and supervision may be carried out through an integrated military government staff. Integration of personnel may be accomplished at all command levels but should not extend to the command of CA units of one nation by officers of another.

b. Directives covering broad aims and policies for the initiation or conduct of military government operations by a combined or allied command are promulgated preferably by a higher international policy-forming body such as the United Nations, or the Organization of American States. If such an organization is not in existence or if international representation is not to be supplied at the headquarters of a combined or allied command, an advisory or consultative body may be established for the purpose of furnishing policy guidance and effecting coordination with the governments concerned. The composition of this body is not limited to representatives of allied nations responsible for the conduct of the operation; it may include representatives of other nations not participating in, but concerned with, the operation.

c. The division of occupied territory into zones to be administered by separate states is to be avoided. Disparity in policy and practice is inevitable in zonal administrations. The resulting lack of uniformity will be severely damaging to the success of the occupation. Zonal boundaries tend to harden into international boundaries, and establishment of zones may eventually lead to the dismemberment of an occupied country. Occupied countries thus divided into zones eventually may become international sore spots.

Section III. CONDUCT OF OPERATIONS

201. General

a. Military government operations are circumscribed by both legal and policy considerations. They are directed towards the control of the government, the economy, and the populace of the area. For that control to be ultimately effective it must be based upon standards of conduct which impress upon the populace the fairness, decency, and justice of the occupant.

b. The occupying force cannot expect the populace to act in the desired manner unless that populace is properly informed. The populace is officially informed of the lawful orders of the occupying force by the publication of regulatory matter. Mere compliance with the legal requirements for the dissemination of this regulatory matter is insufficient in most cases; and it is a function of CA civil information activities, assisted by consolidation psychological operations, to actually spread the orders and directives effectively to the people. (See FM 33–1 and FM 33–5 for doctrine and techniques pertaining to consolidation psychological operations.)

c. Military government operations call for the utilization of all the varied skills available in CA units, since those operations cover the gamut of the activities of a society. The organization, capabilities, and functions of CA units and the functional teams available in the CA organizational structure are described in chapter 3 and in appendixes B and C.

d. Controls are established at those levels of government where the conduct of governmental activities can be directed or supervised with the greatest efficiency, uniformity, and consistency

with established policies. Certain functional specialties, such as public communications and public finance, normally are most effectively controlled or supervised at a high level of government; but other functional specialities, such as public health and public welfare, are best controlled or supervised at each level of government. In any case, the military government organization should parallel the structure of indigenous government at each control level.

e. Military government operations require resourcesfulness and adaptability in coping with the variety of situations that may be encountered. Efficiency of operations depends upon the establishment and maintenance of consistent policies. Consistency is attained, however, not by rigid patterns of operations, but by rigorous analysis followed by discriminating response to the essential elements of each situation.

f. The commander of the area of operations or senior U.S. commander insures that subordinate commanders can implement the military government portions of the operations plan by insuring that qualified personnel are provided for the CA staffs of subordinate commands, providing CA command and area support units for deployment at the required time and place in accordance with the overall area of operations plan, and insuring the timely issuance of the area of operations plan.

g. Although the claims service is not a CA responsibility, every effort should be made to see that lawful claims against the United States are promptly settled. With claims, as with requisitions, failure to pay the inhabitants promptly may cause hardship and leave a resentful feeling which works against U.S. interests.

h. In order to safeguard the health of the U.S. forces stationed in the country and to minimize the amount and cost of required relief measures, military government public health activities will receive a high order of priority.

i. Archives and records, both current and historical, of all branches of government of the area are of immediate and continuing interest to the local government and to the military. It is essential to locate and protect them.

202. Civil Affairs Enactments

a. Published regulatory matter such as proclamations, ordinances, laws, instructions and the like, which are intended to be binding upon the populace, are known collectively as civil affairs enactments.

b. Unless otherwise stated, civil affairs enactments issued prior to occupation are effective and binding within the occupied territory upon occupation. However, penal provisions of such legislation shall not be retroactive and shall not come into force before they have been published and brought to the knowledge of the inhabitants in their own language. It may often prove difficult to reach a satisfactorily clear and idiomatic translation. The matter is important, however, and great pains should be taken to provide such a translation. The inhabitants cannot be expected to comply unless they understand, and it is the translation, not the original English, that informs them. However, in areas of U.S. responsibility, the English version prevails in the event of disagreement in meaning. English is the authentic version for both penal and civil type enactments.

c. Provisions concerning proclamations and ordinances have been standardized by agreement between the United States, the United Kingdom, and Canada under the Standardization Program (SOLOG), and identical provisions are included in a Standardization Agreement among NATO Armed Forces (STANAG). For such provisions, see SOLOG Agreement 39 (app L).

d. Subordinate commanders report to the higher commander the issuance of any enactments within their respective areas of authority to include the date, place of issuance, and area of application. Higher commanders may require the submission of copies of all regulations published by subordinate commanders.

203. Proclamations

a. In advance of an actual occupation, the theater commander prepares documents necessary to conduct civil affairs operations in conformance with the policies of higher authority. In preparing his initial proclamation, he considers such factors as U.S. national objectives, requirements of international law, and measures required for the security of his forces. The initial proclamation should be stated in brief, simple terms; and it should contain initial instructions to the population of an occupied territory. The points outlined in (1) through (6) below, which apply primarily to civil affairs administration of occupied territory, are appropriately modified by the terms of a civil af-

fairs or other agreement to show relationships in liberated territory between the military and local civil authorities when civil affairs activities are to be conducted pursuant to such agreement.

(1) *Declaration of the fact of occupation.* The declaration is a formal notice of the fact of occupation. In the declaration, the extent of area and the people covered by the occupation are defined.

(2) *Purpose and policy of the occupation.* A general statement of the purpose and policy of the occupying force as designated by higher authority is included in the proclamation.

(3) *Supremacy of the military commander of the occupying force.* A declaration of the supremacy of the military commander is essential if the fact of military control is to be made know to the inhabitants and compliance with military directives assured. Announcement is made of the commander's authority and of the suspension of local political ties with, and obligations to, the enemy national government. In addition, the inhabitants are informed that they will be required to obey the orders of the military commander and his subordinates and to abstain from all acts or words of hostility or disrespect to the occupying force.

(4) *Obligations, duties, and rights of the inhabitants.* Confirmation is given that, unless the military authority directs otherwise, local laws and customs will continue in force, local officials will continue in office, and officials and employees of all transportation and communications systems and of public utilities and other essential services will carry on with their regular tasks. Assurance is also given that persons who obey the instructions of the military commander will be protected in their persons, property, religion, and domestic rights and will be allowed to carry on their usual occupations.

(5) *Statement of additional proclamations and ordinances.* Advance notice is given of subsequent proclamations and accompanying ordinances which will specify in detail what will be required of the inhabitants.

(6) *Miscellaneous matters.* The proclamation includes the place and date of signing, the signature and title of the issuing authority, and such other matters as the commander considers appropriate.

c. The tone and character of the proclamation may be affected by the—

(1) Political-military objectives to be attained.

(2) The degree of the precariousness of the occupation.

(3) Requirements to be placed on governmental agencies and civil population.

(4) Traditions, customs, and desires of the local population.

(5) Treaties, agreements, or the rules of customary international law affecting the occupation.

d. Subsequent proclamations, numbered in sequence, and supplemented by ordinances, are prepared as necessary to set forth detailed rules governing the conduct of the population.

204. Ordinances

a. An ordinance is an enactment issued under the authority of the commander of the area of operations or military governor promulgating detailed rules of law or procedures for the administration of his zone of responsibility as a whole. Necessary ordinances will be prepared in advance of the operation. Among other matters, ordinances should deal with offenses against the occupant or liberator, establishment of courts, currency and exchange regulations, rationing, and price control.

b. The format of ordinances should be standardized to the following extent: (See app K for sample ordinance.)

(1) Ordinances should be numbered in sequence.

(2) They should consist of a series of main subdivisions called articles.

(3) They should contain definitions of any terms used in them which are ambiguous or unfamiliar to the persons to whom they are addressed.

(4) The final article in each ordinance should specify the effective date of the ordinance.

(5) Ordinances should be signed by the military governor or by some authorized subordinate.

205. Notices and Directives

a. Notices (orders and instructions) differ from other legal documents such as proclamations and ordinances. They are local in scope and are issued to control or direct the civil population and governmental authorities. The purpose of notices is to prevent civilian interference with military operations or to provide detailed information as to the method of complying with the provisions of previously issued documents. Examples of subject matter contained in notices are—hours of curfew; travel restrictions; and limitations on the operations of agencies of government. Authority to issue notices should be delegated to those subordinate commanders having area authority.

b. Directives are issued to specified persons such as civil officials and are distinguished from those notices, orders, and instructions which are published for the information and compliance of the general public. Directives may be issued under the authority of the theater commander, and this authority should also be delegated to those subordinate commanders having civil affairs area responsibilities.

206. Gazettes

a. It may be desirable to establish an official gazette for publication of enactments binding upon the inhabitants, as well as for other purposes.

b. Instructions pertaining to the operations or internal administration of civil affairs units are transmitted through command channels and are not published in a gazette.

207. Techniques of Control

a. Administrative controls over a population may be coercive, in the case of measures which can be enforced, or noncoercive, with respect to measures which offer incentives. Whenever and wherever possible, noncoercive controls are employed. The strongest measure available may be withholding some desired assistance. Measures intended to cause every member of the population to cooperate should not involve the use of force. The people as individuals must be induced to recognize their interest in the common good. They may be offered an otherwise unobtainable incentive, or it may be made more convenient for them to cooperate. The best medium for exercise of control over the masses is through public officials and leaders. This lends emphasis to the importance of selecting and supporting civilian administrative machinery whose members not only are capable and cooperative but who possess prestige and popularity with the remainder of the population.

b. Among noncoercive administrative measures which may be adopted to secure goodwill and acceptance of an announced policy or desired course of action are—

(1) *Declaration of policy.* A declaration of policy is an overall statement of U.S. objectives, aims, and policies with respect to the area in which operations are conducted. Although a statement of policy is one of the least onerous of noncoercive administrative devices, it may be accompanied by announcement of penalties for the recalcitrant.

(2) *Declaration of legal obligations.* A declaration of legal obligations clarifies for the government and inhabitants of the area those relationships with the military force which are prescribed by international law. A declaration of legal obligations may be included in initial or subsequent proclamations. Awareness of prescribed obligations and relationships tends to promote integrity of action and increases mutual respect.

(3) *Establishment of standards.* Published standards guides may provide an effective means for spotchecking and improving local procedures. Standards guides may be of particular value in the conduct of such functional specialties as public health, public transportation, public utilities, and public communications.

(4) *Setting of examples.* Elements of the U.S. military force should stress correct conduct of troops in public places and among the local inhabitants. CA personnel should strive to be prompt in making replies to inquiries, punctual in keeping appointments, and accessible to local officials. Emphasis should be given to the promotion of respect for local laws, customs, and traditions. Another means of setting an example is through demonstration; that is, by exhibition of a preferred method or device. The expectation is that the superiority of the demonstrated method or device will encourage voluntary acceptance. Demonstrations may be particularly suited to such matters as

child care and public health and sanitation through the use of mobile clinics, soil testing, deinfestation of grain, care of poultry, and operations of communications equipment. Agencies of civil government are encouraged to make maximum use of improved techniques.

(5) *Educational campaigns.* Educational campaigns are useful to familiarize the inhabitants with an idea, action, or policy in order to secure cooperation, increase the scope of local interest, and raise standards. Educational campaigns may be prepared by the various CA functional specialists in coordination with the civil information officer to furnish information on such matters as sanitation, food and agriculture, and the source and amounts of imported civilian supplies. Within the various functional specialties such as public health, public works and utilities, public communications, and public transportation, technical periodicals and other publications may be prepared and furnished to the respective local agencies of government.

(6) *Conferences.* Conferences with local officials constitute the most frequently used method of clarifying and interpreting laws, policies, or procedures which are of mutual interest. Discussions in conferences not only serve to show an interest on the part of CA personnel in local activities or projects but also provide a most effective method of obtaining the acceptance of advice. When questions arise on especially complex problems, effective action may be obtained by discussing the subject in gradual stages until a time is reached at which the entire matter can be summarized. It may be desirable to conduct daily informal conferences with the chiefs of the various agencies of government.

(7) *Conciliation, mediation, and arbitration.* In both conciliation and mediation, a third party helps to resolve a dispute between two other parties. In arbitration, an arbitrator is given the power of making a final binding decision. Conciliation and mediation differ from arbitration in that there is no prior agreement to abide by the decision of a third party. Conciliation and mediation may be advantageously employed in lieu of arbitration to reconcile divergent groups of leaders in following a common policy since the voluntary nature of such agreement tends to provide more active support of the agreed decision.

(8) *Submission of reports and review of records.* The submission of reports and review of records provide a valuable method of obtaining information, controlling operations, observing efficiency, verifying conditions, and checking the accuracy of actions taken. Since this method extends the effectiveness of CA personnel beyond that of most other control processes, it should be used to the maximum practicable extent.

(9) *Compliance through publicity.* Compliance through publicity may be used to obtain a desired result through the use of favorable or adverse publicity or comment with respect to a specific activity or selected civilians. There is no resort to legal means of compulsion. Since people as a whole usually respond to publicity concerning themselves, publicity may in appropriate circumstances be used to influence the entire population.

(10) *Miscellaneous.* There are other noncoercive measures which may be used. Among these are subsidies and the granting of other tangible and intangible benefits. The payment of a subsidy which grants a material or financial reward for following a desired policy or plan, or other payments by the United States, such as those for local procurement of supplies and services, are examples of this type of measure.

c. Coercive controls apply restraint in requiring the inhabitants of the area to follow an announced policy. In the case of certain violations, administrative penalties may be applied, while in others the violator may be referred for appropriate judicial action. Among coercive controls which may be considered are—

(1) *Licensing.* A license is a permit or privilege to engage in some activity otherwise prohibited, but the purpose is regulation or revenue, not prohibition.

Licensing must be preceded by a law or directive making it illegal for a person or organization to engage in a specified activity without a license. The advantages of licensing as a control device are—the burden of proof placed upon the licensee; the self-discipline generally resulting from the fear of loss of special privilege; and the considerable assistance to law enforcement in difficult technical areas of administration. The effectiveness of a licensing system depends on inspections to insure compliance, and this might require a large staff.

(2) *Investigation.* An investigation is the act of searching for facts and often concerns an alleged error, deficiency, or incident of misconduct. The person or agency being investigated may be required to justify the conditions which have been uncovered or to show cause for the deficiencies observed.

(3) *Inspection.* Inspection may be used for the physical surveillance of the operations of civil government or the performance of activities involved in the production or transportation of products. It may be employed to disclose instances of active sabotage or to uncover violations of directives. A few competent inspectors may extend their influence over a large part of the population. When an inspector is technically qualified, he may also furish valuable instruction to the persons whose activities are inspected. If continuous operation is essential, as in the case of such vital activities as the production of food, practice of medicine, operation of water systems, communication lines, and transportation systems, inspections provide a particularly valuable method of control. Inspection permits the continued operation of important activities, enables small numbers of competent personnel to be widely effective, promotes constructive policy, and provides a strong disciplinary influence.

(4) *Apprehension of violators.* Apprehension of violators includes actions taken in searching for, finding, and detaining persons who violate enactments. The successful conduct of military government operations necessitates that violations be detected and violators identified and punished. Since compliance with the intent of directives may be obtained from most local civilians, the latter may develop a vested interest in the enforcement of such directives. As a result, when others violate directives, those who comply often furnish information on which the apprehension of violators may be based.

(5) *Taxation.* Taxation is the raising of revenues by the requirement of compulsory payments. Taxation may be used as a charge for a specific act and, under appropriate conditions, as a means of control of the local economy. Taxation has the same weakness as other methods of control, i.e., to be effective each violation must be identified and proved. In addition, the incentive is to violate rather than comply with the law.

(6) *Summary action.* A summary action is an immediate action taken to correct or improve a specific activity or situation. Summary decision by an investigating officer, inspector, reviewer, or supervisor may be justified when it is essential to prevent further violations or to remove a potentially dangerous person from a position of responsibility. Summary actions may be judicial or administrative and may include removal from office; denial, suspension, or revocation of license; and denial of withdrawal of benefits.

208. Enforcement

a. In the initial stages of an occupation, the enforcement of enactments is accomplished, under the staff supervision of the responsible commander's G5 staff sections, and by civil affairs units assisted by civilian police. When civil police and other civil agencies lack sufficient enforcement capabilities, military police or other military units may be required, although, if possible, troop enforcement is limited to such matters as emergency measures, crimes against the military, and traffic control.

b. Violators of regulations are brought for prosecution before civil affairs tribunals or, if authorized by the theater commander, before the civil courts of the occupied territory. Military tribunals

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with jurisdiction over the local population normally are not established in friendly territory except when authorized by the terms of agreements or other consensual arrangement.

209. Military Government Courts

a. During an occupation the occupant may, under international law, establish military government courts. These courts are established primarily for the purpose of providing a forum in which violations of the occupant's legislation may be adjudicated. In exceptional circumstances, when the established local courts of the occupied area are unable to function, or when such action becomes necessary to insure the effective administration of justice, military government courts may be granted jurisdiction to administer the ordinary criminal and/or civil law of the occupied area. This jurisdiction should be returned to the local courts of the occupied area as soon as possible.

b. The commander normally delegates authority to appoint military government courts to those subordinate commanders having area responsibility for the conduct of military government. For reasons of practicality this authorization normally does not go below the level of division commanders in tactical organizations and comparable logistical units. Authorization extended to civil affairs commands depends not on size or level of the units but on their missions.

210. Types of Tribunals

a. Criteria as to composition and jurisdictional limitations of military government courts are set forth by the theater commander. Usually there are three categories of courts, patterned as to size, qualifications of members, jurisdiction, and limitations on maximum punishments somewhat like courts-martial. In any circumstances, a superior court in the system should be designated to conduct legal proceedings involving protected persons, as defined in the Geneva Conventions of 1949, when the death sentence or imprisonment in excess of 2 years is authorized for the offense charged (FM 27–10). Courts must adhere to every pertinent provision of the Geneva Conventions and should conduct their operations procedurally, so far as practicable, in a manner which will be understood by local populations.

b. In addition, commissions may be appointed by an authorized commander to hear special cases not normally within the jurisdiction of established courts such as accusations of espionage against nonlocal civilians. Commissions try cases involving unusual circumstances or exceptional seriousness. Membership, procedures, and jurisdiction are prescribed by the appointing authority. Military commissions which constitute judicial bodies should not be confused with commissions created to administer specific projects or other operational programs.

c. Boards are established to process certain quasi-judicial issues. The appointing authority may specify procedural rules or instruct the board to set its own rules, but the appointing authority must define the board's jurisdiction. A board may consist of one officer but often numbers two or three. Boards pass on requisition demands; property control orders; labor issues; valuations of utilities, real property, and services; and like administrative matters.

211. Jurisdiction

a. As to Territory. Jurisdiction extends to the whole of the occupied territory. When only a portion of a political subdivision is occupied, jurisdiction is assumed over each part as occupation becomes an actual or constructive fact.

b. As to Persons. Jurisdiction extends to all persons in the occupied territory other than prisoners of war, members of the occupying forces, or members of armed forces of states allied with the occupant. Persons serving with, employed by, or accompanying the armed forces are sometimes made subject to the jurisdiction of such tribunals. Persons subject to United States military law (see Uniform Code of Military Justice, Art. 2) do not fall under the jurisdiction of local courts of an occupied area unless expressly made subject thereto by a directive of occupation authorities.

c. As to Offenses. Jurisdiction extends to violations of a proclamation, ordinance, or order issued by occupation authority, violations of the law of war (if other tribunals are not established for the adjudication of such cases), and violations of indigenous criminal or civil laws which continue in force after the area has been occupied.

212. Procedures

a. Care is taken in preparing the judicial organization, procedures, and rules of trial to make sure that every pertinent requirement of the Geneva Conventions of 1949 has been met. The system must have rational simplicity. While this may

sometimes entail radical departures from formal U.S. judicial practices and rules of evidence, the basic guide remains the United States Manual for Courts Martial. (See para 2, MCM, 1951.) All courts shall give consideration to provisions of the law of the country in which they sit, so far as those laws have not been suspended by United States or allied authority. In particular they shall give effect to procedural safeguards and substantive rights, the recognition of which is compatible with international law and American standards of justice. In adjudging any sentence, particularly one including confinement, consideration should be given not only to the crime committed but also to the availability of facilities and officials necessary to the prompt execution of the sentence. Under no condition may one assume that American practices are common, or even comprehended, in other lands. For example, the common American practice of suspending execution of part or all of an imposed sentence would be considered in many parts of the world as a reprimand for the police, the prosecutor, or the court of original jurisdiction. In the disrupted circumstances inherent in military occupation, suspension of a sentence does not possess the probational and rehabilitational characteristics found in a settled society.

b. Care should be taken, in appointing military government courts, to select officers of sound judgment and judicial temperament. These courts should be manned by legally trained persons to the maximum extent possible. It is mandatory that officers appointed to military government courts have a good understanding of the policies and objectives of the occupation. Such an understanding tends to promote rational and consistent action. Considerable continuity in the membership of the courts is also advantageous, since it tends to result in like penalties for like offenses.

c. Harsh or erratic punishments generate resentment and undermine respect for the courts by the inhabitants. In establishing, for example, the extent of the fines that a military government court is to be empowered to impose, the effect that the fine in the foreign currency will have upon the inhabitants of the occupied territory, not the significance to an American of any suggested sum in dollars, should be given consideration.

d. Every essential of justice should be safeguarded. The accused should be assured a fair hearing; receive adequate notice of the charges in advance of trial; be given adequate opportunity to prepare his defense; enjoy the right to counsel; be enabled to present evidence necessary to his defense; call witnesses in his defense; cross-examine witnesses presented by the prosecution; and, unless he freely waives such assistance, be aided by an interpreter. Adequate provision should be made for review of administrative examination of cases by the military government legal staff. The right to petition for review shall be provided. (See para 2, MCM, United States, 1951 and Article 73 of the Geneva Civilian Convention of 1949.)

213. Limitations in Penal Laws

The Geneva Civilian Convention of 1949 imposes important limitations on the administration of punitive justice in occupied territory. The Convention establishes the following guiding principles:

a. The penal laws of the occupied territory remain in force, except that they may be repealed or suspended by the occupying power where they constitute a threat to its security or an obstacle to the application of the Convention. Those laws relating to recruitment and bearing of arms, laws dealing with political processes, such as the rights of assembly and suffrage, and laws establishing racial discrimination may, for example, well be deprived of effect. The tribunals of the occupied territory normally continue to function in respect to offenses covered by those laws which are continued in effect (Art. 64).

b. The occupying power may promulgate penal provisions essential to maintain orderly government of the territory; to insure the security of the occupying power; or to enable the occupying power to fulfill its obligations under the Convention (Art. 64). Alleged violations are triable before properly constituted nonpolitical military courts sitting in the occupied country (Art. 66).

c. As to the penal provisions mentioned above, if an offense was solely intended to harm the occupying power, and did not constitute an attempt on life or limb of a member of the occupying forces or administration, nor a grave collective danger, nor seriously damage the property of the occupying forces or administration or the installations used by them, it shall be punished by internment or simple imprisonment, the duration of which is proportionate to the offense (Art. 68). It may not be punished by a deprivation of liberty more serious than simple imprisonment, such as imprison-

ment at hard labor or solitary confinement. The limitation in Article 68 does not preclude the imposition of other penalities, such as fines, in addition to simple imprisonment or internment, so long as the additional penalty is not a further deprivation of liberty, and so long as the total punishment is proportionate to the offense.

d. The penal provisions promulgated by the occupying power may provide for the imposition of the death penalty only in case of espionage, or of serious acts of sabotage against the military installations of the occupying power, or of intentional offenses that cause death (para 2, Art. 68). (Although this Article also provides that the named offenses must have been punishable by death under the law of the occupied territory at the time the occupation began, the United States, and certain other governments, have reserved the right to impose the death penalty without regard to this particular limitation.)

e. The Protecting Power, as defined in the Convention, shall be notified of all proceedings involving the death penalty or possible imprisonment for 2 years or more. Not until 3 weeks after this notification reaches the Protecting Power may the trial begin (Art. 71).

214. Drafting of Penal Ordinances

In the drafting of penal ordinances, account must be taken of the following matters:

a. Care must be taken to insure that, in any enumeration of offenses punishable by death, the requirements of the second paragraph of Article 68 of Geneva Civilian Convention of 1949 are met.

b. The requirements of notice and of 3 weeks delay in those cases in which the death penalty or imprisonment for 2 years or more is "involved" present difficult problems, to which the following considerations are pertinent:

(1) From the point of view of the occupying power, violations of the occupant's directives vary greatly in their seriousness according to the circumstances of the case. Entering a forbidden area, for example, might constitute either a technical violation or, under other circumstances, a very serious offense meriting imprisonment for 2 years or more.

(2) It would be a serious impediment to the administration of justice, if, as to all violations of the occupant's legislation, notice and 3 weeks' delay were unavoidable. Many small cases, deserving some very moderate punishment, would be needlessly magnified and the value of prompt correction as a deterrent would be lost. Delay also increases the difficulty of producing witnesses.

c. For the foregoing reasons, it is desirable that the procedure of military government courts should be so contrived as to make possible an early separation between those cases which do or do not require notification to the Protecting Power. When a preliminary investigation of charges is made, this procedure may serve as an appropriate instrument for determining whether the individual should be tried for such an offense as might permit imprisonment of 2 years or more and would accordingly require notification to the Protecting Power.

215. Local Courts

a. Article 64 of the Geneva Civilian Convention of 1949 provides that "the tribunals of the occupied territory shall continue to function in respect of all offenses" covered by the penal laws of the occupied territory, subject, however, to two exceptions—

(1) The consideration that any obstacle to the carrying out of the Convention should be removed.

(2) The necessity for insuring the effective administration of justice.

b. It is the duty of the occupant to insure the effective administration of justice. Normally, this is to be accomplished through the continued functioning of the local courts. If by reason of being corrupt or unfairly constituted, these courts do not insure justice, then the military governor should take appropriate measures to cause that end to be attained. He might remove certain judges and appoint others in their stead. He might allow the old judges to carry out only certain duties, e.g., to hand over records and do other things necessary to enable the administration of justice to go forward. He might even use courts of his own creation to administer the penal law. In short, the occupant is to see to it that the law is properly administered, by the existing judges if possible. He must, in any event, insure that there is a fair and effective administration of justice.

Section IV. RESTORATION OF GOVERNMENT

216. Political Objective

a. Normally it will be the ultimate objective of U.S. occupation to leave behind a government oriented in democratic principles and which will not be a threat to future peace and world stability. This may best be accomplished through the establishment of an efficient and popularly accepted government, stable economic and financial conditions, and respect for law and order. Normally it will be the policy of a U.S. military government to allow the maximum political freedom consistent with military security and public order.

b. After active combat has ceased, requirements of the military situation are greatly diminished and considerations of long-range policy become dominant. Plans for reformation or restoration of the institutions of the occupied country can now be put into full effect. It becomes possible to adopt a policy of greater liberality toward the inhabitants. Consistent with established policy for the occupation, a sound indigenous administration is developed and confirmed in the exercise of responsibility, always subject to the paramount authority of the occupier. An informed populace capable of self-government is fostered by means of newspapers representing various opinions, by permitting public discussion and the formation of acceptable political parties as rapidly as is practicable, and in due course by the holding of free elections. Measures will be shaped toward the transfer of authority to a local civil agency according to directive.

c. Paragraphs 207 and 208 describe the political contingencies and methods which affect the achievement of these objectives.

217. Treatment of Hostile Governments

a. No assumption can be made as to whether the national government of the enemy will come under the control of the occupant at the conclusion of active combat. A submission of the government might not have occurred; the enemy government might have yielded only a portion of its territory to the occupant; or, although the entire country is occupied, the enemy government itself might have withdrawn into exile. Each of these situations must be treated on its particular facts within the framework of overall U.S. objectives.

b. Where the national government of the enemy has come within the power of the occupant, the question arises as to how to treat the resulting situation. Broadly, three possibilities are conceivable as indicated in (1) through (3) below. Various courses may be devised within each of these broad possibilities; however, the choice to be followed is a matter for highest policy decision. Personnel coming into contact with this situation should avoid any unwarranted action or statement that might prejudice this freedom of choice. The training of personnel should prepare them to execute any course that may be adopted.

(1) *Replacing the defeated government and building a new structure.* This course should be adopted only as a last resort. It should be necessary only if the old regime has completely collapsed, or if it is so hostile or such a threat to the peace that it cannot be allowed to exist. This extreme treatment would necessitate a protracted occupation and a deep commitment by the occupying power. The obstacles to success are obvious and grave. In any case where so fundamental a reconstruction is contemplated, the military government personnel for this purpose require very special preparation.

(2) *Proceeding with the defeated government.* The government that has submitted may be accepted tentatively as the basis for further development, under the control of the occupying power. Individuals whose past gives no promise of useful service will be excluded from office. A program may be inaugurated looking toward the strengthening of the administration, the reform of political institutions, and the development of responsible self-government. It does not follow, from the fact that a submitted government may have become a cobelligerent, that the occupant is bound to give it unqualified support. This sort of acceptance does not necessarily imply approval or condonation. Its significance may be simply that in working toward ultimate objectives, the government already in being has been found to be the most convenient base from which to start.

(3) *Installing new personnel within the existing framework of government.* By this

approach, the members of the defeated government would forthwith be turned out and a new group acceptable to the occupant would be installed in the offices of government. This course might be adopted in favor of the leaders of an underground movement or a committee of national liberation. A major concern, in considering such a course, must be the question of whether a group thus installed would command the support of the country and give the best promise of achieving permanently satisfactory conditions.

218. Retention or Removal of Government Personnel

a. Military government personnel should avoid acting as operating officials of the civil government, but should rely, to the maximum extent possible, on the services of personnel of the occupied territory. Persons thus employed should be reliable, qualified, and respected by the community and should be willing to comply with directives. They should be protected from hostile elements in the population.

b. Immediate convenience ordinarily points to the retention of administrative personnel. Presumably they will know their jobs and can carry on essential activities. It may be, however, that virtually every officeholder and employee in the existing government is either overtly hostile to the occupying forces or is so intimately associated with an organization opposed to the occupation that his removal is indicated. It is recognized that the occupant may lawfully remove public officials from their posts. However, the occupant may not in any way apply sanctions to, or take any measures of, coercion or discrimination against them should they abstain from fulfilling their functions for reasons of conscience (Art. 54, Geneva Civilian Convention of 1949). The policy regarding removal should be prescribed in a directive to the senior U.S. commander. Where officeholders are automatically retained, it ordinarily will be desirable to make clear to the community that this is only a provisional arrangement for immediate administrative convenience and implies no approval or condonation of such persons.

c. The occupying power may compel persons, including public officials, to perform work which is necessary either for the needs of the army of occupation, or for the populace, such as burying military and civilian dead, or feeding, sheltering, clothing, transporting, or caring for the health of the population of the occupied country. The limitations on such work prescribed in Article 51, Geneva Civilian Convention of 1949 will be observed.

Section V. RESTORATION OF THE ECONOMY

219. Economic Policies

a. Both self-interest and concern for the welfare of the occupied country can be expected to lead the United States, as occupant, to adopt a comprehensive economic policy. The outlines of this policy normally will be set forth in the directive to the senior U.S. commander. Government departments in addition to the Department of Defense and the Department of State will have an important concern in these matters. For example, so far as such a highly technical matter as the control of currency is concerned, it is to be expected that the Treasury Department will share in framing the directive and will maintain a continuing interest in its execution. It should be remembered that fiscal and various other economic measures of an occupation have significant consequences in the home country of the occupying force.

b. The revival of the domestic economy of the occupied territory will, according to the limitations set out in the theater military government directive, be an objective of the occupation. The effort has several ends such as the well-being of the local population, the provision of supplies for the armed forces, and the reduction of the burden on U.S. and allied shipping. The directive to the senior U.S. commander should specify the level at which the local economy should be assisted, maintained, rehabilitated or restored. The restoration of a war shattered economy, even to the modest extent attainable during an occupation, runs into numerous elements, such as the repair of factories and the salvaging of equipment; the provision of credit; and the restoration of channels of distribution. Comparable measures must be taken to restore agricultural production.

c. The maintenance of as sound a currency as the circumstances permit will be one of the tasks

of the occupant. The occupying power may be able to count upon a national bank of issue to provide the requisite currency, or may find it necessary to provide a financial agency and to issue occupation currency. The occupant should insure the stability of any currency that it may issue and should take other measures to prevent inflation. A military government, like other governments, may be called upon to devise and administer policies for managing the currency, and must prepare plans to that end.

d. Taxes must be collected for the support of the government of the area concerned. In the conditions to be expected in the wake of combat, this task calls for resourcefulness. Military government personnel should be prepared to give direction to this effort. Military procurement activities in an occupied area must be closely coordinated with civil affairs activities. Procedures must be prescribed for the procurement of facilities, utilities, services, including direct hire labor, and supplies. Wherever practicable, procurement and payment should be accomplished through the action of the local government. It is the practice of the United States to refrain from the local procurement of supplies and facilities unless they are surplus to minimum local needs. International law likewise imposes certain restrictions both on the type and quantity of property which may be requisitioned. For example, the occupant may not requisition foodstuffs, medical supplies, or other necessary articles for use by the occupation forces and administrative personnel without taking into account the requirements of the civilian population (Art. 55, Geneva Civilian Convention of 1949). Requisitioning of supplies and facilities in occupied territory is governed by Article 52 of the Hague Regulations of 1907 and by Articles 55 and 57 of the Geneva Civilian Convention of 1949.

220. Military Civic Action

As soon as security conditions permit, U.S. military units stationed in the occupied area should begin military civic action to assist in achieving U.S. political and economic objectives. Military civic action programs to be conducted with U.S. troop support should be planned and supervised by the CA organization charged with military government responsibilities to insure conformance with U.S. policy and national objectives. Military civic action with U.S. units participating can reduce the costs of economic rehabilitation and improve conditions of life for the populace, thus helping to achieve political objectives. Such action by U.S. troops will also help reduce the likelihood of popular support for dissident elements against the occupation forces. The nature of the military civic action program will be governed by the extent of war damage, the state of development of the occupied nation, and resources available to support this program. The general principles of military civic action as an element in a program of Internal Development which are discussed in chapter 6, are applicable and should be used as guides.

APPENDIX A

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APPENDIX B

CA UNIT ORGANIZATIONAL STRUCTURE AND STAFF FUNCTIONS

1. Types of CA Units

a. CA units of varying sizes and capabilities are provided to conduct civil affairs operations with a maximum economy of U.S. personnel, maximum flexibility of employment, and a minimum practical ratio of command, administrative, and overhead personnel to operational personnel.

b. CA personnel may be categorized as generalists or functional specialists. The former are used for command and control purposes in CA units and the latter as members of appropriate functional teams and to fill certain unit staff positions.

c. There are both fixed TOE and cellular TOE CA headquarters units. CA functional teams may be attached to either type.

(1) *Fixed TOE units.*
- (*a*) CA Area A Headquarters (TOE 41–2).
- (*b*) CA Area B Headquarters (TOE 41–2).
- (*c*) CA Brigade Headquarters (TOE 41–201).

(2) *Cellular TOE units (TOE 41–500).*
- (*a*) CA Group Headquarters.
- (*b*) CA Battalion Headquarters.
- (*c*) CA Company Headquarters.
- (*d*) CA Platoon Headquarters.

2. Employment of CA Units

The smallest size CA headquarters unit capable of performing the particular civil affairs mission involved is used to support a military command or to provide any other civil affairs operational capability. Criteria for tailoring CA units is provided in chapter 3. The nature of the mission and the characteristics of the area of operations, rather than the size of the supported force, determine which CA unit or units will be employed for any particular operation. Paragraphs 3 through 8 below, outline the general capabilities of each type unit listed in 1 above.

3. The CA Brigade

The CA brigade is the senior unit in the CA organizational structure. It has both an organic command and control, and a functional capability It may be employed without augmentation to—

a. Exercise command, or command less operational command, over attached civil affairs units in all intensities of warfare.

b. Conduct civil affairs activities with the national government of a major nation in all intensities of warfare.

c. Form the basis of a theater or theater army civil affairs staff agency.

d. Provide military support to a regional civil defense organization in the United States in the event of enemy attack, natural disaster or other emergency.

4. The CA Group

The CA group is a command and control headquarters with no organic civil affairs functional capability. Although it may be tailored to perform civil affairs operations by the attachment of appropriate CA functional teams, it normally is not used for this purpose. The CA group normally is employed only in the communications zone as a command and control headquarters subordinate to the CA brigade. Its mission is to alleviate span of control problems in the event that the geographical area is too large, or the number of CA units too great, for direct control by the CA brigade.

5. The CA Battalion

The CA battalion is a command and control headquarters with no organic civil affairs functional capability. It is normally tailored, however, by attachment of appropriate functional teams to perform a functional as well as a command and

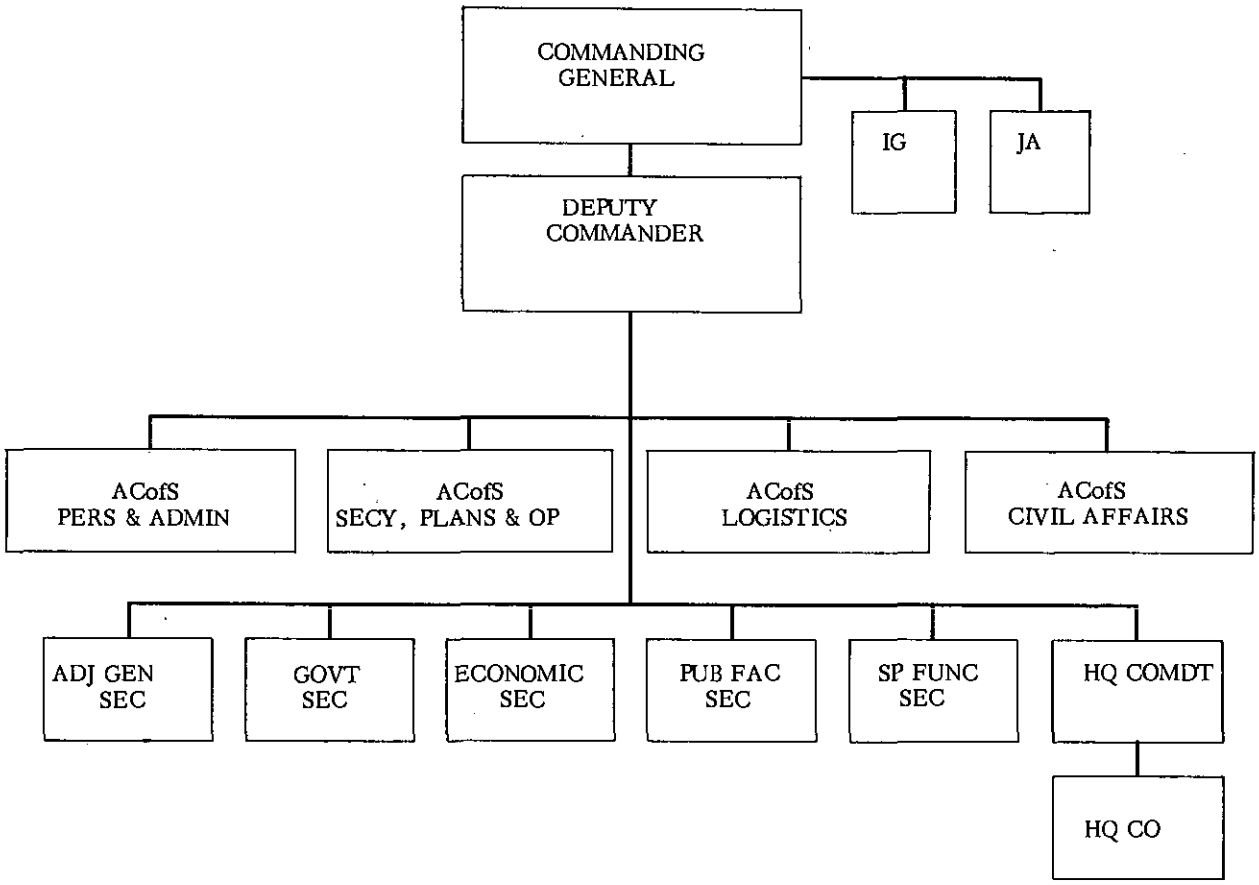

Figure 5. Civil affairs brigade.

control mission. The CA battalion may be employed to—

a. Exercise command, or command less operational command, over attached CA companies in all intensities of warfare.

b. Conduct civil affairs activities with the national government of a small nation, or with a large political subdivision of a major nation, in all intensities of warfare.

c. Form the basis of a civil affairs staff agency for a large independent task force.

d. Provide military support to a state civil defense organization in the United States in the event of enemy attack, natural disaster, or other emergency.

6. The CA Company

The CA company is a command and control headquarters with no organic civil affairs functional capability. It is normally tailored, however, by attachment of appropriate functional teams to perform a functional as well as a command and control mission. The CA company may be employed to—

a. Exercise command, or command less operational command, over attached CA platoons in all intensities of warfare.

b. Conduct civil affairs activities with the smaller political subdivisions of a nation in all intensities of warfare.

c. Form the basis of a civil affairs staff agency for a medium-sized independent task force.

7. The CA Platoon

The CA platoon is the basic civil affairs operational element. It exercises command and control over attached CA teams in the performance of civil affairs operations. It may be employed to—

a. Exercise command over attached CA teams in all intensities of warfare.

b. Form the basis of a civil affairs staff agency for a small independent task force.

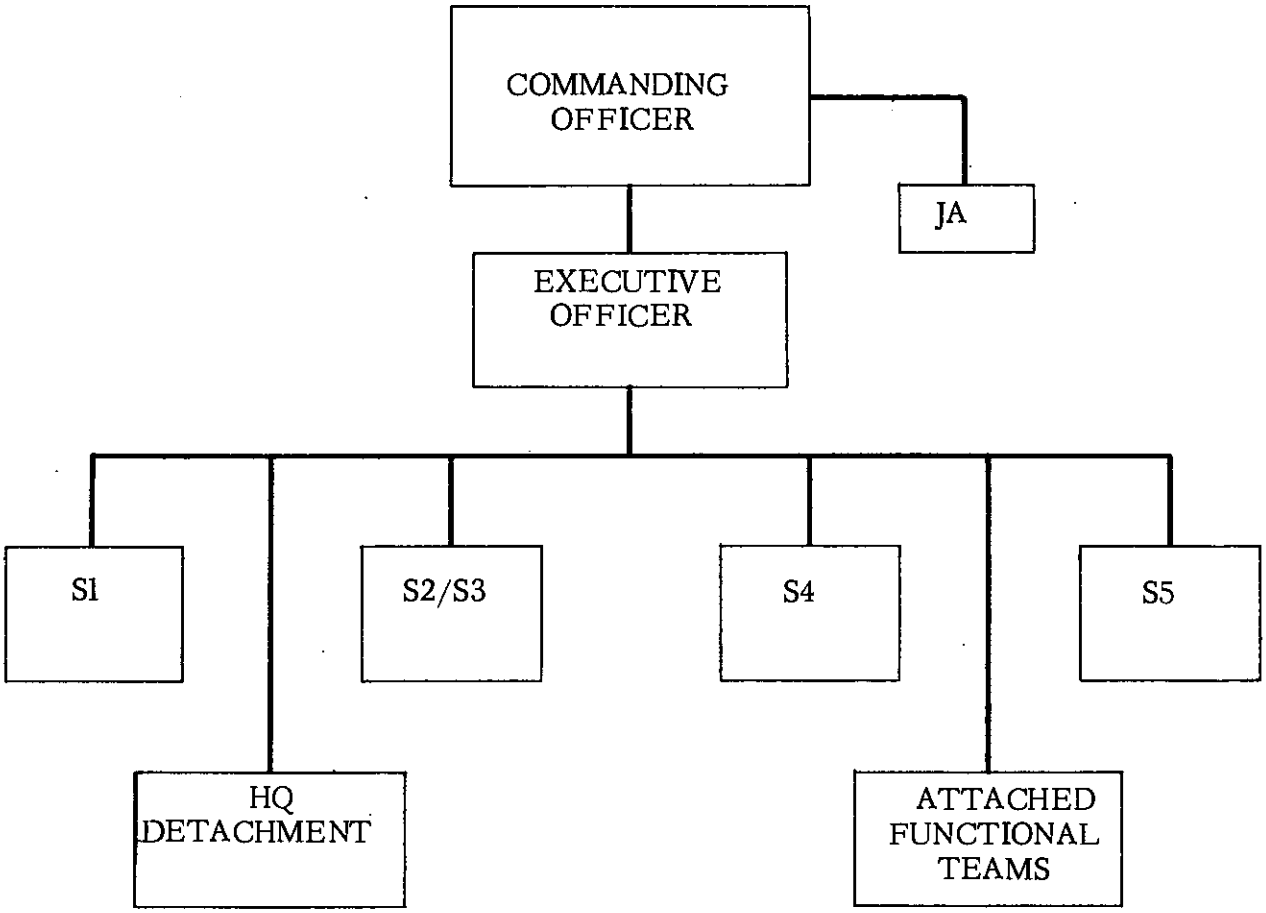

Figure 6. Type organization civil affairs group.

8. The CA Area Headquarters Units

The CA area headquarters are specialized units normally not employed except in high intensity warfare or military government situations. Although they have both an organic command and control and a functional capability, they normally are employed only in the functional role during conflict, and in the command and control role in the military government environment.

a. The CA Area A headquarters may be employed to—

(1) Exercise command over an integrated civil affairs structure in a military government situation, or in a national reconstruction effort in a posthostility environment.

(2) Conduct civil affairs activities in high intensity warfare with the national government of a major nation.

(3) Form the basis of a theater or theater army civil affairs staff agency in high intensity conflict.

b. The CA Area B headquarters may be employed in the same roles as the CA Area A headquarters, except that neither the command and control nor the functional capabilities of this headquarters are as extensive as those of the Area A headquarters. It should, therefore, be employed in correspondingly lesser roles.

9. CA Unit Commander

Commanders of CA units perform all of the normal administrative and operational duties of unit commanders of any type military organization. The commander uses his executive officer or deputy to assist him in the performance of these and other duties. Both of these officers must be competent CA generalists as well as capable mili-

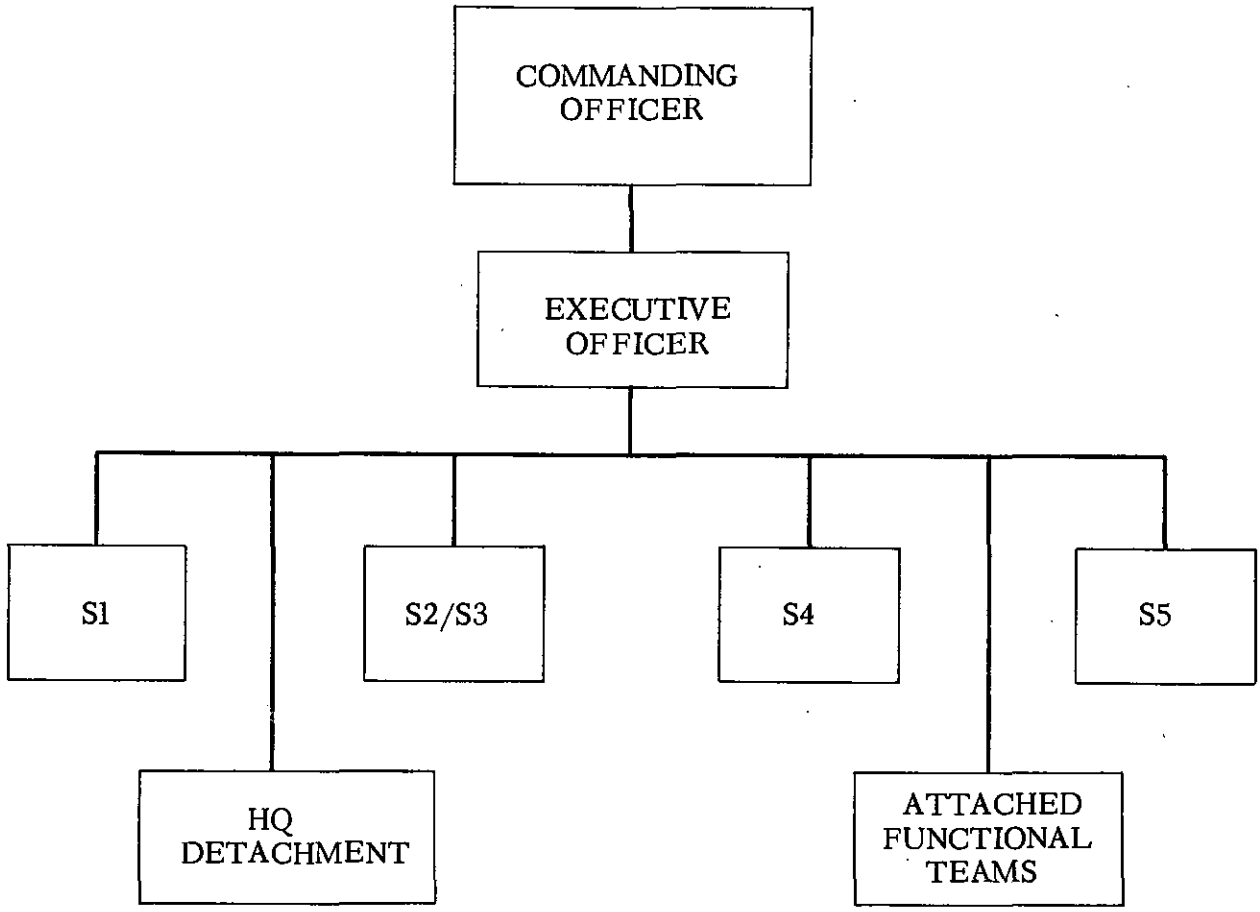

Figure 7. Type organization civil affairs battalion.

tary leaders. In addition to the normal functions of command, CA unit commanders also perform specific CA functions as required by the unit mission. These may include—

a. Planning for, assigning missions to, deploying, and supervising the activities of CA functional specialist personnel and teams.

b. Acting as a point of contact with the civil authorities of a specified area.

c. Coordinating activities of his own unit and those of non-CA units to include such matters as—

(1) Military civic action.
(2) Populace and resources control.
(3) Psychological operations.
(4) Military support of civil defense.

d. Providing civil affairs support on a command or area basis to designated units.

e. Providing CA generalist and functional specialist training to non-CA U.S. personnel and to allied military and civilan personnel.

f. Acting as a military governor or his representative for occupied enemy territory.

g. Providing governmental services to a civilian population in a civil defense or martial law emergency situation.

h. Commanding attached non-CA units and personnel when required for the performance of a civil affairs operation.

10. CA Unit Staff Officers

The staffs of CA units are organized on general staff principles in accordance with FM 101–5. The four principal staff assistants are the assistant chief of staff, personnel and administration (G1; S1); the assistant chief of staff, security, plans and operations (G2/3; S2/3); the assistant chief of staff, logistics (G4; S4); and the assistant chief of staff, civil affairs (G5; S5). As indicated, the staff organization of CA units normally contains a combined G2/3 staff section. In addition, some of the duties normally found in other general staff sections in non-CA units are under the G5 in CA units. These duties consist, in general, of those supervisory and coordination functions di-

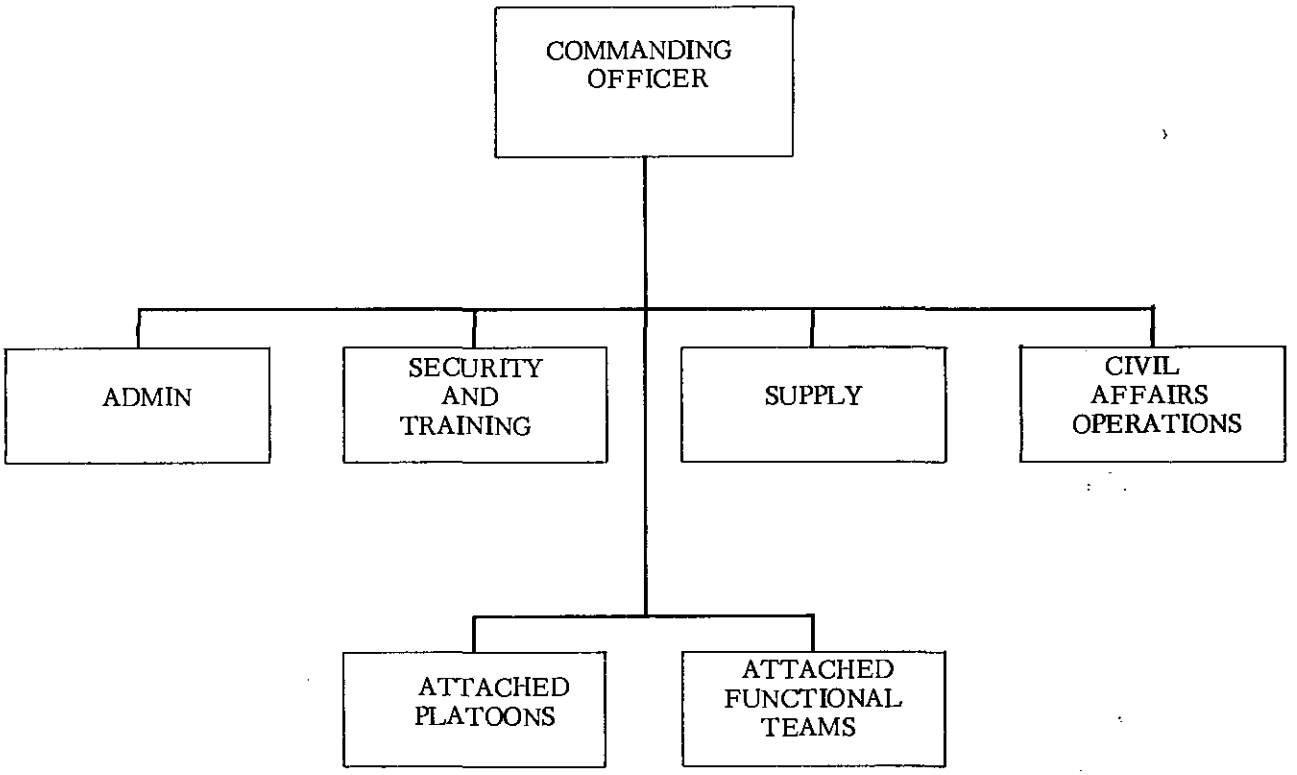

Figure 8. Type organization civil affairs company.

rectly bearing on civil affairs operations, as opposed to normal military operations of the CA unit. Specific statements of the duties and functions of CA unit staffs are contained in paragraphs 11 through 16 below.

11. The Assistant Chief of Staff, Personnel and Administration (G1; S1)

The ACofS, Personnel and Administration is the principal staff assistant on personnel matters including maintenance of unit strengths, personnel management, morale and welfare, headquarters management, and discipline, law, and order.

12. The Assistant Chief of Staff, Security, Plans and Operations (G2/3; S2/3)

The ACofS, Security, Plans, and Operations, is the principal staff assistant for intelligence matters, for training, and for all plans and operations other than plans and operations involving the performance of civil affairs functions. He is responsible for—

a. Developing plans, policies, programs, and procedures pertaining to the operations of the CA unit, other than civil affairs operations. This would include plans for unit movement, unit deployment, rear area security, damage control and CBR attack. The ACofS, Security, Plans and Operations insures that the plans are compatible with operation plans of supported tactical units; secures the approval of the commander on the plans; and supervises their execution.

b. Reviewing and coordinating plans of attached CA units in the areas indicated above.

c. Selecting and allocating CA units and teams needed to support the civil affairs mission based on recommendations and requirements as determined by the ACofS, Civil Affairs.

d. Recommending priorities to govern the allocation of equipment to attached CA units and teams, based on the advice of the ACofS, Civil Affairs.

e. Planning and supervising training of attached CA units and teams.

f. Recommending and requesting attachment of additional or replacement CA units and teams, as required and based on the advice of the ACofS, Civil Affairs.

g. Developing and supervising execution of the intelligence collection plan.

h. Collecting, evaluating, and interpreting information on the effect of weather, terrain, the enemy, and the civilian population on the civil affairs mission.

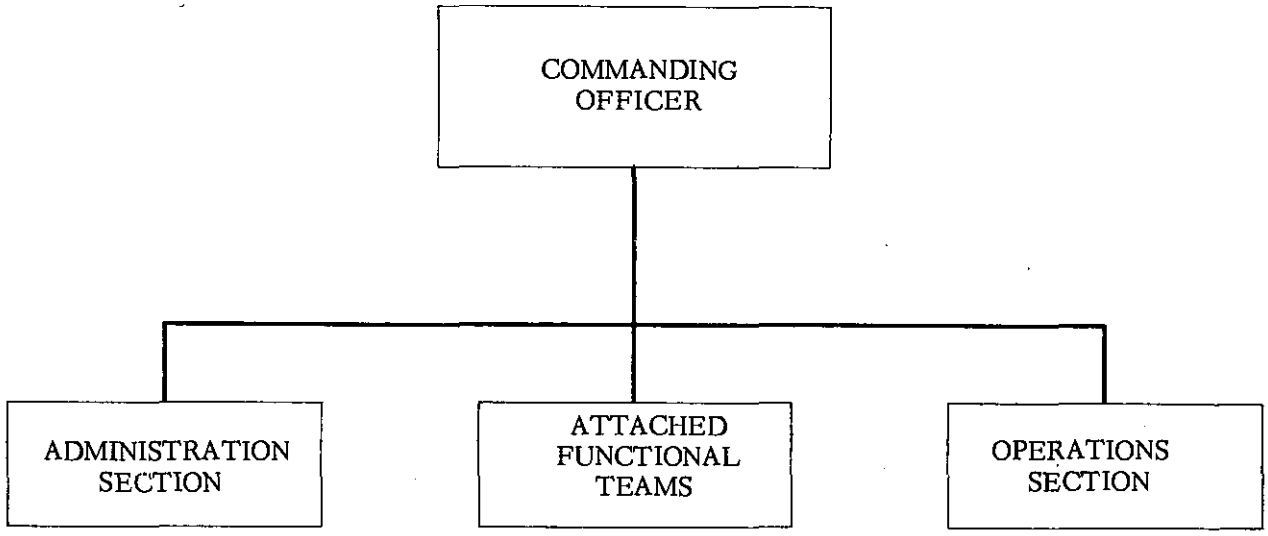

Figure 9. Type organization civil affairs platoon.

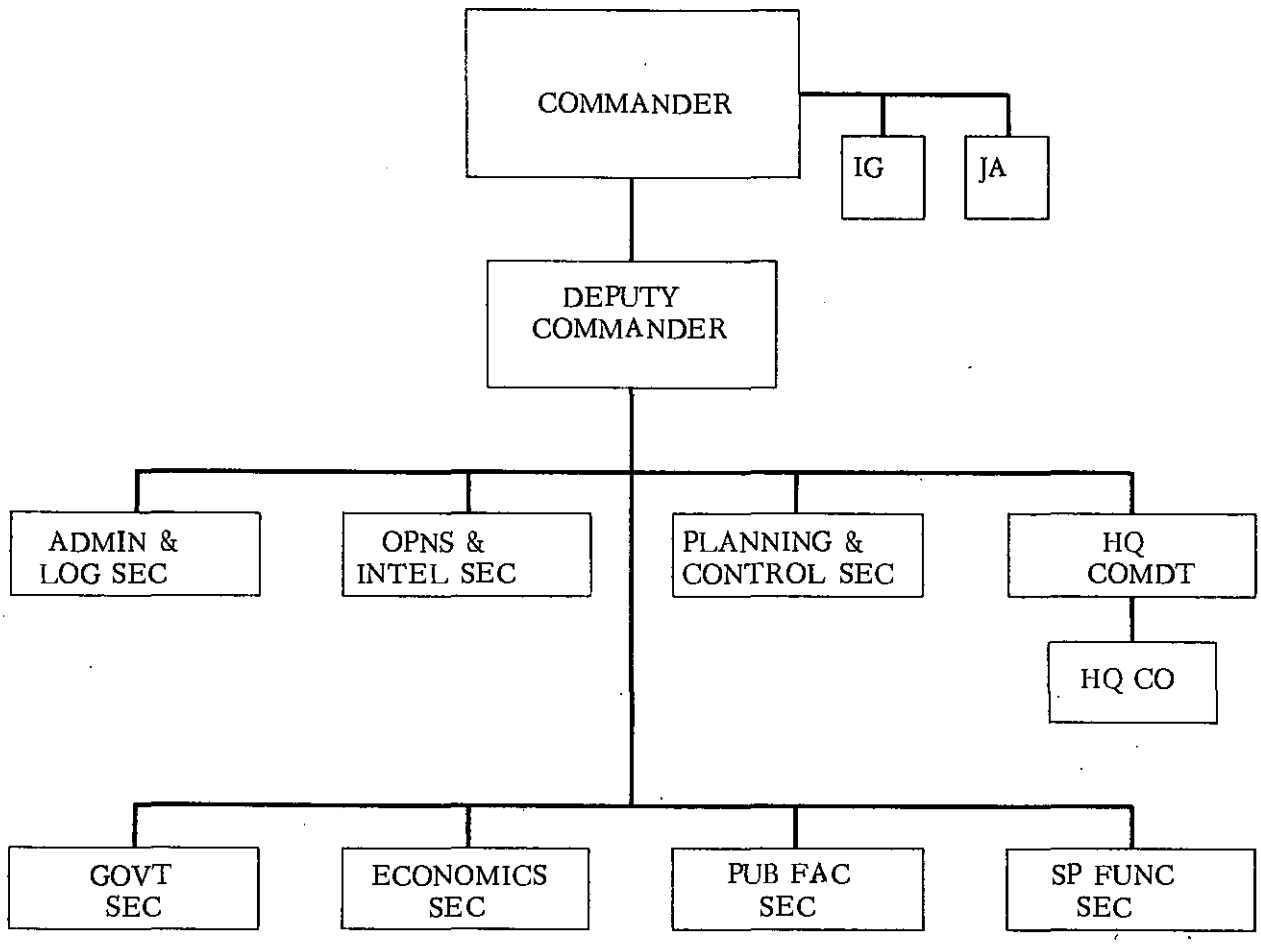

Figure 10. Type organization civil affairs Area A or B headquarters.

i Providing intelligence and counterintelligence information to the staff.

j. Providing intelligence estimates, as required.

13. The Assistant Chief of Staff, Logistics (G4; S4)

The ACofS, Logistics, is the principal staff assistant for matters pertaining to materiel and services. He is responsible for—

a. Providing information to the ACofS, Security, Plans and Operations, and to the ACofS, Civil Affairs, for development of plans, programs, policies, and procedures for logistic support of unit operations and civil affairs operations.

b. Determining logistic support requirements for attached CA units and teams.

c. Planning and supervising supply, services, maintenance, and medical support for attached CA units and teams.

d. Coordinating requirements furnished by the ACofS, Civil Affairs, for military supplies for use by the indigenous populace, and requisitioning such supplies.

e. Requisitioning, receiving, storing, distributing, and documenting military supplies and equipment.

f. Allocating equipment to attached CA units and teams in accordance with priorities established by the ACofS, Security, Plans and Operations.

14. The Assistant Chief of Staff, Civil Affairs (G5; S5)

The ACofS, Civil Affairs, is the principal staff assistant for matters pertaining to civil affairs operations. He is responsible for—

a. Developing plans, policies, programs, and procedures for civil affairs operations of attached CA units and teams.

b. Determining priorities for the allocation and deployment of attached CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

c. Determining priorities for the allocation of equipment to attached CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

d. Determining requirements for additional CA units and teams and furnishing recommendations to the ACofS, Security, Plans and Operations.

e. Reviewing and coordinating civil affairs operational plans of attached CA units and teams.

f. Coordinating and supervising the civil affairs operations of attached CA units and teams.

g. Acting as point of contact for the unit with the civilian populace in the area.

h. Determining requirements for military supplies for the use of the indigenous populace and furnishing recommendations to the ACofS/ Logistics.

15. CA Functions

CA functions are considered under four broad categories—Governmental; Economic; Public Facilities; and Special. The 20 functions may be grouped under these categories for operational control and, as required, by the scope of the civil affairs mission. Every function is in some degree related to every other function and therefore coordination must be continuous. The areas of specialization are—

a. Governmental functions are those dealing with matters involving governmental activity or control, political activities, review and correction of actions of civil officials in accordance with competent directives, and implementation of policy decisions with respect to control or relationship of the people to the government in the area of operation. These functions are—

(1) Civil Defense.
(2) Labor.
(3) Civil Administration.
(4) Public Education.
(5) Public Finance.
(6) Public Health.
(7) Public Safety.
(8) Public Welfare.
(9) Tribunals.

b. Economic functions are those concerned with the economic structure of an area as a whole, and the coordination of the more specialized economic aspects and efforts in developing direct support for the military effort from local resources and discharging the command's economic responsibility to the civil population and its government. These functions are—

(1) Civilian Supply.
(2) Economics and Commerce.
(3) Food and Agriculture.
(4) Property Control.

c. Public Facilities functions are concerned with the supervision, control, and operation, where required, of facilities such as water, gas, waste disposal, electrical and other power systems,

communications, transportation, and restoration or introduction of such facilities. These functions are—

(1) Public Communications.
(2) Public Transportation.
(3) Public Works and Utilities.

d. Special functions are those concerned with people; their rights as individuals; their culture, care, religion, protection and control. Planned direction and constant supervision are essential for uniformity of operations and to the successful accomplishment of activities within this category. These functions are—

(1) Arts, Monuments, and Archives.
(2) Civil Information.
(3) Displaced Persons, Refugees, and Evacuees.
(4) Religious Relations.

16. Utilization of Functional Teams and Specialists for Operations

Normally, functional teams are attached to, and operate with, a CA headquarters unit. However, individuals with special qualifications may be integrated into the unit headquarters, operate separately, or be consolidated to form appropriate teams as required in the operational area. Also, individual teams may be attached to augment related portions of staff sections for designated periods of time. To meet unusual situations, teams with related interests may be combined to provide functional capabilities not preplanned or which may not be available from other sources. For example, if a situation called for two civilian supply teams and only one each civilian supply and public welfare team were available, these teams could be temporarily combined to meet the requirement. Again, a public safety team and a displaced persons team could be combined to provide two displaced persons teams or two public safety teams. Also, a number of identical type teams of different sizes may be combined to provide a larger team of sufficient stature and manpower to accomplish a given task. CA functional teams can also be attached to non-CA units for the performance of specific duties such as planning and supervision of military civic action. CA composite teams made up of personnel from various CA functional teams may also be created, although normally CA teams can perform with more efficiency as constituted and under the control of a CA headquarters unit.

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APPENDIX C

CA FUNCTIONAL TEAM TASKS

1. General

a. The tasks within the capability and scope of responsibility of each of the CA functional teams are enumerated in succeeding paragraphs, arranged alphabetically for ease of reference. Some of these tasks are applicable under any circumstances, i.e., peacetime, cold, limited, or general war, regardless of the degree of civil affairs authority vested in the military commander. Others are performed only when the military commander has been authorized to assume full executive, legislative, and judicial authority over a specific area and its population. The determination of those tasks to be performed in a given political or environmental situation is the responsibility of the commanders on the advice of their CA staff officers. A checklist of commonly occurring tasks, as related to the various intensities of warfare, is contained in appendix M.

b. These tasks normally are performed by CA functional teams. In the event that appropriate CA teams are not available, the responsible commander may be required to utilize non-CA units and personnel in order to accomplish his civil affairs mission. Such personnel or units should be selected on the basis of training and experience most comparable to that of CA units and personnel.

c. It will be noted that some of the tasks specified as being in the areas of competence of a given functional team will appear to overlap with those of other teams. This overlap is particularly noticeable in the civilian supply function. Clear lines of demarcation between team functions cannot, in many cases, be delineated until the civil affairs operations have commenced, because of the impact of yet unknown situational factors. It is the responsibility of CA unit commanders to establish these lines of demarcation and to coordinate all operational efforts as expeditiously as possible to avoid duplication of effort (app B).

2. Arts, Monuments, and Archives

This function, in its broad aspects, seeks to protect the traditional culture, customs, and arts of an area. Specifically it is concerned with maintenance or establishment of protective measures for cultural property such as important religious edifices, monuments, and movable objects including archeological, historic, scientific and artistic objects, and collections (FM 27–10 and DA Pam 27–1). This function also includes duties and tasks concerned with safeguarding and accounting for archives and official public records. The function may include concern with cultural patterns and respect for local customs and traditions. Specific tasks include—

a. Surveying and preparing lists of—

(1) Individual objects of fine arts and monuments known or believed to be in the territory, showing their location and the names of persons or organizations having custody thereof.

(2) Repositories of archives, museums of art, libraries, and collections of archives and objects of fine art showing their locations and caretakers.

(3) Names of known authorities on fine art and archives without the country.

b. Advising commanders and other staff sections concerning fine arts, monuments, libraries, archives, and records that are or will be uncovered.

c. Preparing and publishing directives and instructions concerning the care and protection of fine art, monuments, libraries, archives, and other objects of historical and cultural value.

d. Locating, identifying, ascertaining ownership, and safeguarding objects of fine art, monuments, libraries, archives, and records.

e. Recommending return of property to rightful owners.

f. Marking protected property with such identifying symbols as may be designated by appropriate authority or international agreement.

g. Establishing a procedure for the processing of enemy archives.

h. Seizing historical records of all branches of the local government.

3. Civil Defense

The civil defense function involves all aspects of supervision, negotiation, direction, advice, liaison, and staff services in establishing or reestablishing and operating civil defense programs in the event of enemy attack or natural disaster in a host country or a U.S. military area of assignment. This function is based on the policies and directives of the host country or the objectives of the United States. The statutes and regulations governing civil defense in the United States provide for—(1) unanticipated or emergency needs for the protection of the safety and health of the people of the area in the event of attack or natural disaster; and (2) for the mobilization and efficient utilization of the resources and facilities in the area to assist and aid the civil defense effort. Specific tasks may include—

a. Study of the organization, capabilities, equipment, and functioning of the existing civil defense agency.

b. Preparation of plans and procedures for military support to the civil defense agency.

c. Maintaining liaison with the civilian government to advise and assist in carrying out civil defense programs.

d. Coordination and integration of civil defense measures with rear area security and damage control plans and supervision over civilian activities in integrated plans.

e. Strengthening the local civil defense capability by assisting or supervising in its establishment or reorganization in order to provide for natural disaster relief, air raid warning, emergency shelter, firefighting, evacuation, demolition and related activity. These measures include—

(1) *Preparatory to attack*—
- (*a*) Establishment of appropriate organizations and operations plans.
- (*b*) Recruitment and training of personnel.
- (*c*) Conduct of research.
- (*d*) Procurement and stockpiling of necessary material.
- (*e*) Provisions for adequate warning systems.
- (*f*) Construction or preparation of shelters.
- (*g*) Evacuation of population.

(2) *During attack*—
- (*a*) Enforcement of passive defense regulations.
- (*b*) Evacuation of personnel to shelter areas.
- (*c*) Control of traffic and panic.
- (*d*) Control of electrical communications media.

(3) *Following attack*—
- (*a*) Activities for volunteer agencies such as fire, rescue and emergency squads.
- (*b*) Monitoring for specific hazards of special weapons.
- (*c*) Unexploded bomb reconnaissance.
- (*d*) Essential debris clearance.
- (*e*) Emergency welfare measures.
- (*f*) Immediate essential repair of vital facilities.

4. Civil Information

This function is concerned with the facilities employed to disseminate information to the people; coordinating the operation of public and private communication media; and assisting, aiding, directing or supervising the preparation, distribution and dissemination of necessary information through private and public agencies within the assigned area. To assist in this function, psychological operations personnel may be attached to civil affairs units to support civil affairs operations (FM 33–5). Specific tasks may include—

a. Survey and analysis of available information media.

b. Studies of the facilities employed to disseminate information to the people, the type and extent of the information disseminated, and the degree of its acceptance by the people.

c. Preparation, distribution, and dissemination of information through armed forces radio stations and civilian information media.

d. Coordination of civil information activities.

e. Recommendation of procedures for and supervision of civilian information media, including review and censorship of material to be disseminated.

f. Removal of those civilian personnel engaged in the operation of information media who are

inimical to the United States, or not in sympathy with its policies and objectives.

g. Recommendations regarding measures for protection of physical facilities of information media; e.g., newspaper plants and radio stations.

h. Requisition, protection, and issuance of supplies including newsprint, ink, and radio parts.

i. Utilization of key civilians as soon as possible, after screening and authorization by host government or U.S. authorities.

j. Impounding all documents, supplies, manuscripts, films, radio recordings, reference libraries, and similar stocks of raw or processed material pertaining to the operation of the information media.

k. Conducting, with assistance of attached PSYOP personnel, analysis and research in psychological activities and submitting reports of findings on public opinion and morale in the area of operation.

5. Civilian Supply

Civilian supply involves the mobilization and use of resources of the civilian economy, within the bounds of national policy, international agreements and international law, in support of U.S. military forces; the satisfaction of essential civilian needs from civilian sources, and the supplementing of civilian needs from military supply sources, as required. This function includes the acts and processes needed to determine requirements and arrange for procurement and distribution of supplies to the civilian economy. It also includes responsibility for providing and distributing food and supplies for disaster relief, and for the administration of food and supplies made available from local resources, the armed forces of the host country or the United States. The team will analyze and compute the needs for supplies and equipment of all types, including those essential to maintain the civilian economy in a state of productive efficiency. The principal sources of civilian supplies are—reallocation of supplies from the local economy; captured enemy stocks; contributions from national and international welfare and charitable organizations; and contributions from local, allied or U.S. military stocks or resources in the area. Types of supplies that may be approved for issue from U.S. military stocks consist principally of food, tentage, clothing, engineer equipment (to insure operation of essential utilities), communications equipment, medical supplies, transportation equipment, fuel and lubricants. Specific tasks may include—

a. Planning activities on the basis of strategic-logistic studies.

b. Planning for distribution of supplies based on surveys of standards of living, including health and dietary factors.

c. Reviewing agricultural and industrial patterns of the area to determine the effects of administrative policies on civilian supplies.

d. Estimating adequacy of available civilian supplies.

e. Making recommendations as to movements of essential civilian supplies, particularly food and fuel, from surplus to deficit areas.

f. Recommending supplies which should be made available from military sources and allocations to be made of such supplies.

g. Making recommendations as to supplies available for military use from civilian sources in accordance with international law.

h. Negotiating with civilians to obtain support for military units.

i. Purchasing, requisitioning, or otherwise acquiring, warehousing, and accomplishing distribution of civilian supplies in accordance with established policies and applicable requirements of law.

j. Analyzing the organization of collecting and distributing agencies handling essential supplies.

k. Establishing and maintaining civilian supply records.

l. Insuring coordination of transportation facilities for the distribution of civilian supplies.

m. Conducting liaison with supply agencies to insure that military supplies are provided for civilian use as approved by the commander.

n. Insuring adequate safeguarding of essential civilian supplies.

o. Preparing procedures and programs for the transition from military civil affairs to civilian operation of civilian supply in the area.

p. Insuring that necessary organic military transportation for movement of supplies is made available when local transportation is inadequate.

q. Planning and supervision of food rationing or controlled distribution.

6. Displaced Persons

This function involves the processing and control of displaced persons, refugees, and evacuees. The functional team assists or supervises the establishment, administration and operation of camps; and assists in or directs the repatriation, resettlement, or movement of these people within the assigned area. Consideration must be given during the course of military operations to the deliberate movement by the enemy of refugees, evacuees, and displaced persons into friendly areas of operations. Failure to control the movement of such persons may seriously interfere with the accomplishment of the tactical mission. Specific tasks include—

a. Survey and analysis to determine—

(1) Estimated numbers of displaced persons, refugees, and evacuees together with routes of movement to selected assembly points.

(2) Languages, customs, and attitudes of the people concerned.

(3) Adequacy of facilities and local supplies in the area in which such persons will be found.

(4) Attitudes and policies of the governments of the native countries toward such persons.

(5) Acceptability of such persons as immigrants to other nations.

b. Preparation of plans for control and supervision of the welfare of refugees, displaced persons, and evacuees (movement, housing, feeding, medical service, and administrative processing).

c. Maintenance of liaison with appropriate agencies regarding plans to repatriate, resettle, or move displaced persons and refugees.

d. Planning for the orderly and secure withdrawal to places of safety of leaders and certain key personnel in the event of a retrograde movement.

e. Operation and administration of camps and planning for required construction.

f. Requisition and issuance of supplies for support of camps.

7. Economics and Commerce

This function is concerned with aiding, assisting and coordinating economic agencies, both public and private. It will include determining the location, type and availability of natural resources; developing plans for preservation, rehabilitation, or restoration of the local economy; supervising or assisting in the operation of commercial and industrial activities; establishing or reestablishing foreign trade to bolster civilian production and the economy; and recommending or directing the rationing and control of prices of critical commodities that are essential to the people within the area. Specific tasks include—

a. Survey of commercial and industrial activity to determine the availability of local resources for military use; means for the development and use of natural resources to include location, type, and availability; means of production and distribution considered essential for military or civilian use in accordance with policy directives; requirements for machinery, raw materials, and supplies from other than local sources; and legal provisions applicable to economic matters, and to public and private agencies and institutions concerned with economic activities.

b. Preparation of recommendations and initiation actions based on these surveys.

c. Compilation and analysis of statistics on domestic and foreign trade.

d. Recommendations for safeguarding materials, equipment, and facilities.

e. Information and advice to local business and commercial institutions concerning policies of the military commander.

f. Examination of price control and rationing measures instituted by the existing government to determine their extent and effectiveness, and the necessity for additional measures.

g. Development of economic measures to include—

(1) Preparation of requirements for materials to be diverted to military use in accordance with policy and guidance published by higher headquarters and applicable requirements of law (FM 27–10 and DA Pam 27–1).

(2) Determination of specific types of business enterprises including brokerage houses, exchanges, and banks to be opened or closed, taking into account policies of higher headquarters and applicable provisions of law.

(3) Recommendations on allocation of resources between military and civilian needs and between areas, industries, and plants.

h. Implementation of economic measures to include—

(1) Provisions of bonuses, subsidies, and price adjustments to encourage production and movement of required goods and materials.

(2) Economic stabilization measures to include measures to insure production of desired products.

(3) Restrictions on exports and imports to include measures to prevent exportation of supplies needed in the area, and procedures to control and allocate imported supplies to uses which will further U.S. objectives.

(4) Supervision of commercial and industrial activities including foreign trade.

(5) Supervision of natural resources extraction.

(6) Planning the importation of supplies which will decrease dependency on U.S. military resources.

(7) Supervision of policies and officials in price control and rationing to include prohibition of the purchase of controlled items from troops by civilians, and determination and enforcement of measures for the control of rent and rationing of dwelling space and other scarce real estate.

(8) Recommending or supervising the preparation of plans for the establishment or reestablishment and rehabilitation of local commercial activity and industrial production.

8. Food and Agriculture

This function applies to civilian production, processing, storage and distribution of foods to reduce the importation of food for military and civilian consumption. It includes estimating requirements, stimulating production and processing of needed foods; improving or directing farming methods; and recommending plans for utilization and conservation of land, forests, and marine food resources within the area of operation. Specific tasks include—

a. Surveys of agricultural production, farming methods, conservation of lands and forests, food storage, marine food resources, and food processing.

b. Surveys to determine the location of food surplus and deficit areas.

c. Estimate of food requirements, agricultural production, and probable deficit during the period of operations.

d. Estimate of requirements for food, fertilizer, and farm machinery from other areas of military sources.

e. Recommendations for safeguarding supplies and equipment.

f. Recommendations on degree of control of all governmental food and agriculture offices.

g. Measures to encourage earliest possible resumption of agricultural production.

h. Recommendations as to restrictions on circulation and transportation of nonessential supplies to permit distribution and movement of required agricultural supplies and equipment.

i. Recommendations as to measures to avoid requisitioning the labor of farmers during critical periods, e.g., seeding and harvesting times.

j. Recommendations for obtaining capacity production.

9. Labor

This function is concerned with assistance to, liaison and coordination with and, in appropriate cases, supervision, control, or operation of governmental and private agencies and institutions concerned with labor. In addition to activities in the labor field directed primarily to the local economy, this function includes arrangements to provide labor needs of the military forces in accordance with policies established by higher authorities and applicable provisions of law. Procurement of labor, training, relocation, housing, safety standards, policies respecting wages and hours, unemployment subsidies, compensation for injuries and the like, may be governed by an applicable civil affairs agreement. Civil affairs operations in the labor field are subject to the provisions of the Hague Regulations and the 1949 Geneva Conventions, particularly the Civilian and POW Conventions. This will pose special problems for civil affairs officers (FM 27-10). Also provisions of U.S. law and of local law relating to labor may be applicable. Specific tasks include—

a. Plans for use of labor.

b. Determination of labor availability and procedures for procurement of labor for authorized types of work.

c. Review of applicable laws and policies respecting labor and review of status, operation, and effectiveness of local agencies, institutions, and organizations concerned with labor matters.

d. Analysis of labor relations including studies of labor organizations and labor relations between employers and employees.

e. Coordination with governmental labor procurement agencies.

f. Recommendations as to priority of utilization of labor in rehabilitation of the economy.

g. Recommendations concerning utilization of civilian labor to include—

(1) Wage controls, pay scales, and schedules of hours of work.

(2) Labor relations including medical care and compensation.

(3) Payment of wages.

h. Recommendations as to changes in pertinent labor laws, regulations, policies, and practices.

i. Recommendations as to procedures to be followed, if there is evidence of enemy infiltration in the labor market, unions or governmental organizations or agencies.

10. Property Control

This function serves to protect property within established limits and to preserve negotiable assets and resources. It is based on a uniform and orderly system for the custody and control of property. Specific tasks include—

a. Maintenance of registers for supplies and property transferred from civilian sources to military units.

b. Formulation of policy guidance for the utilization and safeguarding of property.

c. Review of types or classes of property to be taken into custody and analysis of civil laws pertaining to such property.

d. Preparation of schedules of property to be placed under military controls as determined by policy directives, including—

(1) Property owned by enemy governments or nationals of those governments.

(2) Property of allied governments over which temporary control will be assumed.

(3) Private property susceptible to military use.

e. Protection of all records of title, transfers, and other property transactions.

f. Review of evidence available to determine ownership.

11. Public Administration

This function is concerned with the structure and conduct of government. It encompasses methods of establishing or assisting legislative and executive agencies from national to local levels and the processes of these agencies in the administration of civil government. Included are such considerations as political parties, eligibility for franchise, elections, tenure, and all other aspects of the development and operation of the apparatus of government. Specific duties include—

a. Surveying governmental organization at all levels.

b. Surveying lines of authority and influence having impact on political matters.

c. Analyzing effectiveness of existing agencies of government or social control.

d. Analyzing effectiveness of governmental officials and employees and of other community leaders.

e. Negotiating to gain support or cooperation for U.S. forces.

f. Participating in joint commissions, committees, or councils concerned with governmental affairs.

g. Removing persons who are inimical to the United States or who are not in sympathy with its policies and objectives, and securing the appointment of leaders who will further desired programs.

h. Recommending organization, functioning, staffing, and authority of agencies of government or social control.

i. Advising, conducting liaison with, supervising, controlling, or replacing organs of government.

j. Advising on legislation or recommending policy changes based on the analysis of the society and the economy of the area.

12. Public Communications

This function is concerned with the supervision of the postal services and of those civil communication facilities not under the direct military control of the signal officer. It is also concerned with the regulatory organizations, civilian technical specialists, communication parts and materials and all international and civil affairs agreements

and directives relative to communications. Specific tasks include—

a. Analysis of the location, functions, means, and techniques of communication facilities and postal services existing in the territory.

b. Study of the organization and administration of civilian communications. For example, postal services are often organized and administered in conjunction with telephone and telegraph services.

c. Review of existing international agreements relative to communications.

d. Analysis of requirements for communication parts and material and determination as to whether such requirements can be supplied locally or whether other sources must be utilized.

e. Study of requirements for and availability of civilian technical specialists.

f. Recommendations as to measures for protection of essential communication facilities.

g. Recommendations as to the extent communication facilities should be controlled, supervised, or operated by the technical services, the CA organization, or other units.

h. Recommendations, in accordance with policy directives, as to the allocation of communication facilities between military and civilian use and determination of alternate means of communications available to support the local administration in the event facilities are required for military use.

i. Assistance, control, supervision, or operation in accordance with established policies of civil communications facilities and postal services.

j. Requisitions, in accordance with policy directives, of military supplies and equipment for rehabilitation and operation of communications facilities.

k. Supervision of return to civilian control of facilities no longer required for military use.

13. Public Education

This function is concerned with the supervision of or assistance to educational programs and institutions and public libraries. Specific tasks include—

a. Survey and analysis of school facilities, applicable laws, courses of study, procedures for training and selection of teachers, and textbooks.

b. Recommendations for changes necessary to comply with U.S. national policy, e.g., screening teachers or changing textbooks.

c. Determination and enforcement of restrictions on the utilization of school facilities, e.g. prohibition of billeting in school buildings when other facilities are available.

d. Supervision of administration, safeguarding of records, and conduct of inspections of schools.

e. Requisition and issue of materials and supplies for use in schools.

f. Removal of civilian personnel engaged in public education who are *inimical* to the United States or are not in sympathy with its policies and objectives.

g. Preparation of plans and procedures for the repair of damaged school facilities on a priority basis.

h. Assistance to, or supervision of, any new or revised educational programs.

14. Public Finance

This function includes control, supervision, and audit of fiscal resources; budget practices, taxation, expenditures of public funds, currency issues, and the banking agencies and affiliates. It is essential that the function be performed in an integrated and uniform manner within each national area. Specific tasks include—

a. Analysis of taxation systems and other sources of revenue, governmental expenditures, and estimates of adequacy of public funds for performance of governmental functions.

b. Review of public laws and agencies regulating banking and financing.

c. Analysis of financial structures including types and conditions of financial institutions.

d. Analysis of types and amounts of circulating currencies, acceptance by population of such currencies, and current foreign exchange rates.

e. Recommendations as to provisions for military currency.

f. Recommendations as to establishment of currency exchange rates.

g. Establishment and enforcement of restrictions on exportation of U.S. currency.

h. Recommendations for advances of funds to governmental or private financial institutions.

i. Recommendations for protection of public and private financial institutions and safeguarding funds, securities, and financial records.

j. Recommendations as to designation of type of circulating local currency.

k. Recommendations for control of foreign exchange.

l. Establishment of controls over budget, taxation, expenditures, and public funds and determination of appropriate fiscal accounting procedures.

m. Reestablishment or revision of taxation systems in accordance with policy directives.

n. Liquidation, reorganization, opening, or closing of banks.

o. Supervision over credit and provisions for credit needs.

p. Regulation or supervision of governmental fiscal agencies, banks, credit cooperatives, and other financial institutions.

q. Recommendations as to emergency declaration of debt suspensions for specific types of debts.

15. Public Health

This function is concerned with measures to preserve or restore the state of public health and to protect the health of military forces. The Geneva Civilian Convention of 1949 provides that belligerents must protect the wounded, sick, aged, children, and expectant mothers from the effects of war. This Convention also provides that civilian hospitals and medical transportation facilities are entitled to the same protection from attack as is provided for military medical units and facilities. Specific tasks include—

a. Analysis of organization and functions of public health and sanitation agencies.

b. Survey of adequacy of medical, paramedical, and auxiliary personnel; and medical, and sanitation facilities.

c. Preparation of estimates of requirements for additional medical personnel, medical supplies, and materials required to maintain facilities.

d. Provisions for the prevention, control, and treatment of endemic and epidemic diseases.

e. Recommendations for safeguarding supplies and facilities.

f. Arrangements for the treatment of sick and wounded civilians, including provisions for medical assistance by military units when required.

g. Plans and recommendations for rehabilitation or reconstruction of hospitals and other civilian medical facilities.

h. Plans for and conducts nutritional surveys to assure the proper feeding of the civilian populace, including determination of caloric requirements for specific categories of the population such as heavy workers, children, and nursing mothers.

i. Plans for and establishes sanitary regulations pertaining to food and food handling, including regular inspections by veterinarians of sources of food supplies.

j. Measures for the restoration and protection of food and water supplies.

k. Measures for the disposal of sewage and waste.

l. Promulgation of local orders directing that civilians observe medical and sanitary measures.

m. Supervision of civilian public health officials in the enforcement of public health laws and the performance of public health services.

n. Retention, removal, or appointment of public health officials.

o. Requisitions pursuant to established policy and issuance to civilian medical facilities and sanitation agencies of military medical and sanitary supplies.

p. Collection and burial of civilian and animal dead and maintenance of necessary records.

q. Supervision, restoration, and maintenance of public health facilities and records.

r. Rehabilitation or establishment, if practicable, of industries concerned with the production of antibiotics, immunization agents and medical supplies and equipment.

16. Public Safety

This function includes advising and assisting, or controlling and supervising, the local civilian officials in the creation, maintenance, or reestablishment of public order and safety in the area. It involves the police, firefighting and correctional institutions. Specific tasks include—

a. Examination of the customary method of announcing regulations to the people; and of those law enforcement methods having traditional respect among the civilian population.

b. Study of the organization, capabilities, equipment, functioning and political orientation of existing law and order agencies, confinement facilities, and firefighting agencies.

c. Analysis of the character of the population with respect to orderliness and obedience to law.

d. Coordination with counterintelligence elements in the prevention and detection of espionage, sabotage, subversion, and civilian aid to guerrilla activities.

e. Preparation of plans, procedures, and recommendations for maintaining or restoring law and order.

f. Supervision of those civilian agencies which enforce law and maintain order with particular

attention to looting; rioting; control of liquor and narcotics; collection and disposition of weapons, explosives, and implements of war in the hands of civilians; and the enforcement of regulatory and other measures of the occupant.

g. Assurance of proper notification to the populace of proclamations and notices.

h. Enforcement of orders relating to security control of the civil population, including, as necessary, establishment and operation of a pass system; registration of individuals; checkpoints; curfews; communications; control of assembly; and arrest of wanted persons.

i. Supervision of administration of jails and prisons.

j. Requisition and issuance of required police and fire department equipment in accordance with approved policies.

k. Activities regarding impounding or safeguarding supplies, materials, equipment, buildings, or areas as may be required for any civil affairs function or activity.

l. Determination in coordination with intelligence agencies of suitability of government employees and public officials.

m. Advising or supervising the establishment or reorganization of the local police, firefighting, penal and similar institutions.

17. Public Transportation

This function is concerned with supervising those transportation facilities which remain under, or are transferred to, the civil government or private operators. The railways, highways, airways, and waterways form the system of public transportation, and this system must serve the armed forces as well as the civilian economy of a country. Specific tasks include—

a. Survey of the organization, routes, and capacities of the transportation system including extent of damage and requirements for restoration.

b. Analysis of the organization, powers, and functions of regulatory agencies.

c. Recommendations as to the desirable extent of operation of the civilian transportation system by the military agencies.

d. Determination of requirements of civilian transportation system for labor, technical, engineer or other assistance, replacement parts, and fuel.

e. Recommendations as to the allocation of transportation facilities for civilian or military use and coordination of such recommendations with the appropriate military agencies.

f. Arrangements for police protection of essential transportation facilities and installations.

g. Requisitions, in accordance with policy directives, of military supplies, fuel, and materials for use in rehabilitating and operating transportation facilities.

h. Supervision over facilities released from military to civilian control.

i. Insuring that all important records and files belonging to public transport organizations, agencies and officials are safeguarded until adequate examination and disposition of such can be made.

18. Public Welfare

This function is concerned with emergency and continuing relief measures essential to public order and welfare. It includes assistance or control and supervision and coordination of relief activities and welfare measures; and assistance to or supervision and control of public and private welfare institutions. Included are public and private institutions for the care of children, the aged and handicapped, and miscellaneous charitable and relief organizations. Specific tasks include—

a. Analysis of public and private welfare institutions and applicable public law.

b. Estimate of requirements for public welfare activities.

c. Recommendations for military assistance in public welfare activities.

d. Recommendations for safeguarding appropriate establishments.

e. Estimation of requirements, requisitions according to established policy, and supervision of distribution of relief supplies from military sources.

f. Supervision of administration of public welfare laws and the regulation of public and private charitable institutions.

g. Supervision over voluntary agencies and contributions from such sources.

h. Supervision of emergency shelter and feeding centers for indigenous civilians.

19. Public Works and Utilities

This function is concerned with supervision and operation, where required, of such facilities as buildings and dams; water, gas, waste disposal, electrical, and other similar systems; and restoration or introduction of such services. Specific tasks include—

a. Survey of the organization and capabilities of key installations including extent of damage.

b. Analysis of the organization, functions, and authority of regulatory agencies.

c. Recommendations as to the desired extent of operation of civilian facilities by military agencies.

d. Recommendations regarding police protection of essential facilities.

e. Determination of requirements of public utilities for labor, technical assistance, replacement parts, and fuel.

f. Recommendations as to the allocation of public utilities for civilian and military use.

g. Requisitions of military supplies and materials to aid in rehabilitating public works and utilities.

h. Supervision of civilian public utilities.

i. Acquisition of essential public utilities services from military sources.

20. Religious Relations

This functional team assesses the civil affairs significance of the religions and cultures of the assigned area and analyzes religious and cultural factors affecting social-religious problems bearing on the various functional areas of operation of the civil affairs mission. Specific tasks include—

a. Conducting studies on religious practices, structures, physical symbols and devices, hierarchies, and major personalities.

b. Developing codes of behavior and educating troops to reduce possibilities of offensive acts contrary to local religious customs and practices.

c. Analyzing, evaluating, and recommending solutions to potential religious-cultural problem areas.

d. Maintaining liaison with missionaries and local clergy in the area of operations.

e. Maintaining liaison with leaders of civilian religious groups to include, where appropriate, assistance to and participation in charitable endeavors.

f. Encouraging religious freedom except where the beliefs or practices pose a security threat to U.S. forces or endanger the lives of participants.

g. Developing areas of compromise and arbitration to lessen friction and hostility between opposing religious groups.

h. Determining restrictions on the use of religious facilities. Military utilization of religious buildings, shrines, and consecrated places for purposes other than religious is limited to use as emergency aid stations or medical installations; or for the housing of wounded personnel awaiting evacuation.

i. Seeking methods of effecting compromise between dietary habits, based on religious beliefs, and the production and distribution of foodstuffs.

21. Tribunals

This function is concerned with the legal system of the area and the application of international law in civil affairs operations. Specific tasks include—

a. Supporting the work of the unit judge advocate and in his absence performing his assigned duties.

b. Reviewing the local organization of the bar and determining the reliability of its members.

c. Establishing necessary civil affairs tribunals and other judicial and administrative agencies, including determination of their number, types, jurisdiction, procedures, and delegation of appointing authority.

d. The closing or reopening of local tribunals, including courts, boards, and commissions; determining their jurisdiction, organization, and procedure.

e. Recommending the suspension or abrogation of laws and procedural rules applicable to local courts.

f. Making recommendations concerning the alteration, suspension, of promulgation of laws to include civil legislation. (It may be necessary to deny enforcement effect to local legislation or to adopt new laws essential to the control of the area in question and the protection of U.S. forces. Such legislation must conform to applicable provisions of U.S. law and international law as, for example, the 1949 Geneva Conventions.)

g. Supervising the administration of civil and criminal laws by local officials.

h. Providing members for military government courts.

i. Reviewing or administratively examining cases tried in military government courts before referral to higher headquarters for final review.

j. Establishing a system of regular review of the legal aspects of the administration of prison institutions and the procedures for commitment.

APPENDIX D

G5 COORDINATION WITH OTHER STAFF MEMBERS

1. General

FM 101–5 sets forth the general doctrine of internal staff coordination. This appendix lists those matters of particular importance to the civil affairs staff officer in non-CA units which, in some units, are performed by other staff sections but which are of mutual concern. For the purposes of this appendix a support command staff organization is used but the doctrinal principles set forth are equally applicable to any coordinating staff organization.

2. Assistant Chief of Staff, Personnel

a. Personnel strengths in planning requirements for civil affairs operations.

b. Replacements for CA staff personnel.

c. Availability of indigenous supplies for feeding and clothing civilian internees, and the availability of facilities or materials for use in construction of cages and camps.

d. Availability of civilian labor within the local economy, including skills, categories, and numbers of civilian personnel and payment scales in line with the local economy, and employment agreements.

e. Information relative to the availability of suitable indigenous facilities for rest and leave centers.

f. Plans for military assistance to the civilian populace on graves registration matters, for use of civilian labor in U.S. graves registration activities, and the availability of land for use as cemeteries.

g. Reports from local authorities concerning the conduct of military personnel in the civilian communities.

h. Removal and relocation of civilians from selected command post areas, and the use of civilian facilities for headquarters.

i. Recommendations for command directives concerning the conduct of military personnel in relations with the civilian populace.

j. Safety management planning, safety matters pertaining to CA units, and the civilian population.

k. Information and assistance in the control and movement of displaced persons and refugees and maintenance of law and order in local communities.

l. Business establishments to be placed off limits to military personnel.

m. Liaison for procurement of civilian medical facilities for military use.

n. Requirements for military assistance for evacuation and/or hospitalization of civilians.

3. Assistant Chief of Staff, Security, Plans and Operations

a. Assistance, such as guides, from local population for reconnaissance units.

b. Intelligence information collected from the local population to include line crossers, refugees, and displaced persons.

c. Evaluation of civil aspects of potential targets.

d. The use of local agencies for guarding acquired technical enemy material for intelligence purposes.

e. Plans for technical intelligence targets.

f. Intelligence information pertaining to the population, its government, economy, and institutions.

g. Counterintelligence activities of civil affairs elements including civil security, censorship, control of travel, and location of collaborators.

h. Advice and assistance on military training required by STANAG 2057 (app L).

i. Advice on the impact of plans on civil affairs activities, as well as effect of the civilian situation on plans, and of restrictions or limitations imposed by agreements or law.

j. The availability and capability of CA units to support plans.

k. The priority of movement of CA units.

l. Civil Affairs Annex to Operations Plan.

4. Assistant Chief of Staff, Services

a. Liaison with civil procurement agencies, locating equipment and labor required for military use, and reporting the availability based on a determination of civilian needs.

b. Advice and assistance to purchasing and contracting officers in making arrangements for local procurement.

c. Requirements for military transportation for civilian needs.

d. Information on availability of civilian transportation for military use.

e. Estimated impact of civilian traffic on highway regulation and traffic control and of military traffic on civilian usage.

f. Measures to control civilian traffic, including use of vehicles, routes to be used, and issuance of permits.

g. Dissemination and enforcement of those portions of the highway regulation and traffic control plans which are applicable to civilian traffic.

h. Liaison with civil agencies to insure coordination of military and civilian highway regulation and traffic control.

i. Requirements for special type service units for civilian support.

j. Capability and availability of civil agencies to provide construction equipment, materiel, and/or personnel.

k. Availability of indigenous utilities for military use.

l. Liaison with civil agencies for procurement for utilities.

m. Information on the availability of real estate, assistance in locating desired real estate, and liaison with civil agencies for procurement of real estate.

n. Information on availability of indigenous communications, equipment, and facilities for military use.

5. Assistant Chief of Staff, Supply

a. Consolidated requirements for civilian supplies to be furnished from military stocks or requisitioned from U.S. stocks.

b. Location of civilian supplies required for military use and reporting of availability based on a determination of civilian needs.

c. Plans for the distribution of supplies to civilians.

d. Requirements for food and medical supplies for emergency civilian support.

e. Requirements for insecticides, repellents, and rodenticides for protection of the health of the civil population.

f. Disposition of captured enemy supplies which are adaptable to civilian use.

g. Availability of salvage clothing and other supplies for civilian use.

h. Civil affairs paragraph and annexes for administrative orders.

6. Assistant Chief of Staff, Maintenance

a. Information on the capability and availability of the local economy to provide maintenance facilities, equipment, and personnel for military use.

b. Liaison with civil agencies on maintenance support for military units.

7. Surgeon

a. Information on the availability of civilian facilities for evacuation and hospitalization of military personnel.

b. Information on the availability of civilian medical supplies for military use.

c. Requirements for military medical support for the civil populace.

8. Chaplain

a. Religious support to the civil populace.

b. Information on the availability of civilian religious edifices and consecrated areas for military religious services.

9. Staff Judge Advocate

a. Policies relating to liaison with civilian law enforcement and judicial agencies.

b. Provision of claims services for civilian claimants.

c. International law matters, both customary and conventional; e.g., The Hague Regulations, The Geneva Conventions of 1949, Status of Forces Agreements, and the applicability of U.S. laws in foreign countries.

d. Procurement law matters.

e. Disposition of offenses against the civil populace.

f. Establishment of civil affairs tribunals and other judicial and administrative agencies. The closure or reopening of local tribunals, including courts, boards, and commissions; their jurisdiction, organization and procedure; and the classes of cases triable by them.

10. Provost Marshal/Military Police

a. Enforcement of laws, orders, and regulations.

b. Control of vehicular traffic, to include measures which expedite priority movements, prevent interference, avoid congestion, and provide for maximum utilization of available road space.

c. Control of circulation of individuals.

d. Protection of personnel and property.

e. Prevention and suppression of pilferage and looting.

f. Security of, and escort for, designated individuals.

g. Prevention and suppression of crime through investigative effort.

h. Surveillance in support of antiairborne and counterguerrilla operation and other designated rear area security and area damage control support activities.

i. Coordination and liaison with indigenous police.

APPENDIX E

CA COMMANDER'S ESTIMATE OF THE SITUATION

1. The commander's decision is influenced by the political, economic, and sociological characteristics of the area of operations in addition to other considerations. A civil affairs estimate, accordingly, assists the commander in reaching a decision by evaluating for him political, economic, and sociological conditions and weighing the effects of these conditions on differing courses of action.

2. FM 101–5 contains detailed information on preparation of estimates of the situation and a form and example of a CA staff estimate for use as guides. The form of CA estimate in FM 101–5 is particularly suited for use by the G5 or S5 staff officer of a tactical or administrative command. The form contained in this appendix is designed primarily for the CA unit commander. In the analysis and comparison of appropriate CA actions, the various functional specialties are grouped in such a manner as best to facilitate their considerations.

3. The remainder of this appendix shows a sample form or format for an estimate of the situation suitable for use by the commander of a CA area headquarters, brigade, group, battalion, or company. This guide for preparation of an estimate is a modification of the basic form contained in FM 101–5; and presents a logical and orderly method for examination of the factors affecting the accomplishment of the mission to determine the most suitable course of action for the unit as a whole. The basic form for the commander's estimate is arranged to insure investigation of all pertinent factors. When time permits, a complete written estimate may be made. When time does not permit, as is usual in smaller units, the form may be used as a checklist to insure consideration of all factors essential for a decision.

4. Form for CA Unit Commander's Estimate of the Situation

(CLASSIFICATION)

Unit or Area
Place
Date and Time

COMMANDER'S ESTIMATE OF THE SITUATION

Map or chart references: (As necessary for understanding of the estimate.)

1. Mission

A concise statement of the task and its purpose. The overall politico-military mission is the controlling factor of the estimate. If the civil affairs mission is multiple, determine priorities. If there are immediate tasks, prescribed or

(CLASSIFICATION)

deduced, necessary to the accomplishment of the mission, such tasks should be listed in this paragraph. Guidance from the G5 of the supported command or in the absence of such guidance the analysis of the CA unit commander, will determine which of the seven major civil affairs activities will have command priority of effort.

2. The Situation and Considerations

a. Determine and analyze those factors which will influence your choice of a course of action as well as those which affect the capabilities of the enemy to act adversely. Consider such of the following and other factors as are involved:

(1) Characteristics of the area of operations including its physical features, climate, and basic political, economic, and psychological factors. Consider also the following specific points:

(a) Attitudes of the population—whether cooperative or uncooperative.

(b) Availability of local material and personnel to support civil affairs operations.

(c) Number of refugees, evacuees, and displaced persons in the area.

(d) Amount and type of war damage suffered by the economy, particularly in the transportation, public utility, and communication fields.

(e) Status and character of civil government.

(f) State of health of the civilian populace.

(2) Enemy strength and disposition. Note all enemy capabilities which could possibly affect the accomplishment of your mission and estimate the relative probability of their adoption. These capabilities may include the following:

(a) Relative enemy strengths and combat capabilities, to include special attention to unconventional weapons and the possibility of their employment.

(b) Sabotage—include all capabilities for military, political, and economic sabotage possible of execution by agents, guerrillas, and partisans.

(c) Espionage—include all methods for which the enemy is known or estimated to be capable, together with the extent of such activity.

(d) Subversion—include all types of propaganda, treason, disaffection, sedition, and similar acts affecting friendly troops and local civilians.

(e) Movement by the enemy of refugees, evacuees, and displaced persons into the area.

(f) Passive resistance, such as refusal to serve in required capacities.

(3) Civil affairs situation and nature of operations to be supported. Review general policy guidance from higher headquarters and consider pertinent terms of relevant civil affairs agreement or rules and conventions of international law. Other factors to be considered include:

(a) Review of current problems faced by the supported command.

(b) Estimate the impact of future plans of the supported operation pertinent to your mission.

(c) Determine the availability of military or civilian relief supplies for diversion to the civilian populations.

b. Assumptions. Matters which are assumed, but not known, to be valid for the purpose of your estimate.

c. Special Factors. Items not covered by any of the above categories which require special recognition and treatment in your estimate, such as the possible employment of mass destruction weapons by the enemy and the effect of such employment on your mission.

d. Own courses of action.

(1) Note all practicable courses of action open to you which, if successful, will accomplish your mission.

(2) Priority will be given to that major civil affairs activity which most directly relates to your mission. One of the following major civil affairs activities will have that priority:

(a) Provision of civilian support for and prevention of civilian interference with tactical and logistical operations.

(b) Providing and supporting the functions of government for a civilian population.

(c) Community relations.

(d) Military civic action.

(e) Military participation in a population and resources control program.

(f) Military support of civil defense.

(g) Consolidation psychological operations. Normally, consolidation psychological operations will always be in support of the other six activities and it, too, will be geared to provide maximum support to the priority activity.

(3) The work of the functional teams assigned or attached to the unit will be designed to support command priority. The following checklist will serve as a reminder of the various specific activities for which you may be required to exercise control or supervision:

(a) Governmental

1. Civil Defense
2. Labor
3. Public Administration
4. Public Education
5. Public Finance
6. Public Health
7. Public Safety
8. Public Welfare
9. Tribunals

(b) Economic

1. Civilian Supply
2. Economics and Commerce
3. Food and Agriculture
4. Property Control

(CLASSIFICATION)

(c) Public Facilities

1. Public Communications
2. Public Transportation
3. Public Works and Utilities

(d) Special

1. Arts, Monuments, and Archives
2. Civil Information
3. DP's, Refugees, and Evacuees
4. Religious Relations

3. Analysis of Opposing Courses of Action

Determine the probable effect of each significant difficulty on the success of each of your own courses of action. At this stage of estimate, eliminate those difficulties which have little or no effect on your selection of a course of action. A difficulty will not influence your choice of a course of action if it affects all alternatives equally.

4. Comparison of Own Courses of Action

Weigh the advantages and disadvantages of each of your own courses of action (in the light of the governing factors of the situation) and decide which course of action promises to be the most successful in accomplishing your mission. In arriving at a decision, the commander may assign particular weight to one or more of the factors listed in paragraph 2 and may consider additional factors such as those policy decisions affecting the conduct of civil affairs under special political situations.

5. Decisions, Conclusion, or Recommendations.

Translate the course of action selected into a concise statement of what the unit as a whole is to do, and so much of the elements of who, when, where, how and why, as may be appropriate.

/s/_____
COMMANDER

(CLASSIFICATION)

NOTES

1. The estimate may be a thorough, complete, written document or it may be a brief mental evaluation. In preparing his estimate the CA unit commander will normally rely on his staff for evaluation and recommendations pertaining to their principal fields of interest. (See FM 101–5.)

2. The commander's decision is not confined to the statement of decision made in paragraph 5 of the estimate but may include additional implementing instructions, supplementary decisions, admonitions, or warnings to clarify his intent or furnish guidance to his staff or subordinate commanders.

APPENDIX F

CA INTELLIGENCE COLLECTION PLAN

1. General

a. Civil affairs intelligence requirements are discussed in detail in chapter 4 of this manual. This appendix is intended for guidance to and use by CA units in preparing their intelligence collection plan. Non-CA units may incorporate the matters listed herein in their overall unit intelligence collection plans, as required.

b. Civil Affairs Essential Elements of Information (EEI) might include, for example, the following items:

(1) What is the attitude of the populace toward its own government? the hostile force? civil affairs activities?

(2) Do migrating populations constitute a problem? What are the social and political effects of such movement?

(3) What is the influence of political parties upon the populace of the area? How is it exercised? Relative strength of various parties? What is the platform? Who are the leaders? What social and economic groups support each party?

(4) What economic problems are serious in the area? What are their causes? What will be their estimated duration?

(5) What is the extent of crime and misdemeanors in the area?

(6) What are the attitudes of educators or leaders of schools and universities? What are they teaching? What are their qualifications, backgrounds, beliefs, and the strength of their followings?

2. Format

A suggested format for the Civil Affairs Intelligence Collection Plan is indicated below. For further details concerning use of a collection plan and worksheet, see FM 30–5.

Format for CA Intelligence Collection Plan

Essential elements of information (EEI)	Analysis of essential elements of information (indications)	Collecting agency or source*	Specific request o rorders to agency	When and how t o report
What is the extent of crime and misdemeanors in the area?	Number of arrests for commission of law violations over and above what is normal. Type of violation, frequency, against whom committed, and whether increasing or decreasing.	Public Safety Team, Tribunals Team.	Be alert to detect technical compliance with rules, regulations, laws, proclamations, and instructions while attempting to thwart the purpose of the law by evading its scope or retarding its implementation. Priority of collection effort will be given to violations of Populace and Resources Control laws, decrees, and regulations.	Render informal report by telephone or memorandum to designated headquarters when first detected or suspected. Include details in periodic report.

*The collecting agency or source listed in this column is exemplary in nature and indicates only those CA functional teams with the greatest collection capability in the area of interest expressed in the EEI. It is appropriate and will often be necessary to include functional teams with lesser capabilities or with coordinating interest.

APPENDIX G

CIVIC ACTION PROJECTS

The following is a list of suggested civic action programs and projects together with an indication of U.S. Army units and personnel having general capabilities to support them.

This list is particularly applicable to IDD situations, but may also be helpful in developing programs for stabilized rear areas and for post-hostility environments.

1. Agriculture and Natural Resources

a. Increase or improve production of animals, grain, or vegetable food products—individuals with farming experience; unit transportation; veterinary personnel.

b. Insect and rodent control—troops or units with land or aerial spraying devices; medical, veterinary, and certain chemical warfare personnel.

c. Transportation of agricultural produce, seeds and fertilizers—units with transport capabilities.

d. Construction of simple irrigation and drainage systems—units with equipment or tools; engineer units; or troop labor.

e. Clearing areas—units with equipment or tools; troop labor.

f. Grading operations—engineer units.

g. Forestry activities such as planting, thinning, and harvesting—individuals with forestry training or experience; troop labor.

h. Setting up and operating sawmills—engineer units.

i. Devising and constructing flood controls—engineer units and troop labor.

j. Reclamation of land and draining of swamps—engineer units and troop labor.

k. Harvesting of crops—all troop units.

2. Industry and Communication

a. Assessment and development of acceptable sand and gravel resources for road work and general construction—engineer units.

b. Installation, operation, and maintenance of telephone, telegraph, and radio systems—signal units.

c. Construction of housing and buildings—engineers for designing and supervising; troop units for construction.

d. Operating emergency communication centers to serve the civilian populace as well as the military, especially in times of disaster—signal units particularly, and any unit with communications equipment and personnel generally.

3. Transportation

a. Construct, repair, or improve roads and bridges—engineers and troop units with labor or trucks available.

b. Construct, repair or improve railway equipment—transportation, ordnance, and engineer units, and troop units with labor available.

c. Construct, repair, or improve inland waterways, wharves, and harbors—engineer, transportation, and Navy units.

d. Construct, repair, improve, or operate airfields—Air Force, transportation, engineer, army aviation, and troop units with labor available.

e. Removal of individuals from disaster areas—all units with land, sea, or air transportation facilities and a capability for controlling circulation of individuals.

4. Health and Sanitation

a. Improve sanitary standards—medical and engineer units.

b. Set up and operate dispensary units for outpatient treatment or to give first aid—medical units.

c. Devise acceptable methods of disposing of human waste—medical units and engineer units.

d. Provide safe water supply systems—engineer units, medical units, and troop labor.

e. Control malaria and other insect-transmitted diseases—medical units and troop labor.

f. Teach sanitation, personal hygiene, and first aid—medical units and any other military units that train and operate under field conditions.

5. Education

a. Give basic education training (i.e., reading and writing) to military personnel—selected personnel from all military units.

b. Provide technical training to military personnel which will be useful when individuals return to civilian status—all military units, especially technical service units.

c. Provide instructors for schools for basic education to youth and technical training for adults—all military units.

6. Public Administration

a. Provide guidance and assistance to public administrators in fields of organization, personnel selection, work procedures, etc.—civil affairs units and qualified personnel throughout military units.

b. Provide guidance and assistance to public safety administrators in their police, fire protection, and civil defense activities, including disaster relief—civil affairs, military police, and engineer units and personnel.

7. Community Development, Social Welfare, and Housing

a. Preparation of plans, surveying, and construction supervision and assistance for houses and community buildings such as schools, civic centers, churches, orphanages, medical centers—engineer units, particularly, and all military units generally.

b. Sponsorship of worthy community projects such as orphanages, schools, and medical centers—all military units.

8. Mass Communication

Provide advice and assistance on best methods of informing the people through such devices as publications, films, or broadcasting—CA civil information teams, and public information, intelligence, and psychological operations units.

9. Mapping and Project Surveys

a. Preparation of necessary maps and charts for road and railroad projects, irrigation and land development, and political subdivisions and geographical features—engineer and individuals with the ability in the fields of surveying, geodetics, and charting.

b. Preparation of nautical charts and coastal surveys—Navy units.

10. Paramilitary Forces

Analysis of mission, structure, functioning, equipping, and training of any existing paramilitary organization to determine capability and suitability for civic action tasks—civil affairs units and personnel.

APPENDIX H

CIVILIAN SUPPLY

1. General

a. This appendix is prepared as a guide for personnel charged with responsibilities for the use of civilian resources for the support of military forces, and provision of military supply support for civilian populations and agencies. This information applies primarily to circumstances of limited or general war. In peacetime situations, U.S. military use of civilian resources will be limited in general to normal offshore procurement procedures, and U.S. military support of a civilian populace will be minimal and will conform to international agreement. Civilian supply in IDD situations is discussed in chapter 6.

b. Within an army force, the supply organization is the aggregate of the commands, staffs, units, operations, procedures, control, and management needed to plan and carry out the supply support of military operations and such other activities as may be directed.

c. The CA organization is the aggregate of the CA staffs, units, and activities that contribute to the military mission through support or control of local agencies to prevent civilian interference with military operations. It assists the military commander in the fulfillment of his obligations with respect to the inhabitants, government, and economy of the area, and is a contributive means for the attainment of national objectives beyond the war.

(1) The CA organization, in support of military operations, distributes to civilian users supplies for the relief of disease, starvation, and alleviation of such unrest as may interfere with the military mission. It locates local supplies, equipment, and labor required for military use; reports their availability based on an assessment of civilian needs; and determines the effect of their use for military purposes on the local economy. This function includes advice and assistance to purchasing and contracting officers and other personnel charged with the local procurement of supplies, real estate, facilities, labor, and services.

(2) The CA organization maintains liaison with civil authorities; makes recommendations as to supplies which should be made available from military sources; and analyzes the need for supplies and equipment of all types, including essential factors of production necessary to maintain the civilian economy in a state of productive efficiency. It also recommends and provides guidance and advice on the general scope of military assistance with respect to rehabilitation or restoration of the economy, stabilization procedures, and the satisfaction of essential civilian needs through military supply sources. Unless otherwise directed, no economic rehabilitation is undertaken except that which can be accomplished from resources available in the command.

2. Planning

a. General or coordinating staff responsibilities for supply planning are vested, depending upon the type of command, in the section headed by the Assistant Chief of Staff, G4; Assistant Chief of Staff, Supply; Director of Supply and Maintenance; or Director of Supply. In each case, the CA organization provides recommendations and advice on pertinent civil affairs matters as identified in FM 101–5, particularly availability of indigenous resources for support of military operations, and requirements for military support of civilian populations and institutions.

b. Recommendations and advice at headquarters responsible for theater or force-level planning are

influenced by considerations of force mission, international agreements, involvement of other governmental agencies or bodies, policy on rehabilitative measures to be taken with respect to the local economy, and capabilities of allied nations with forces in the area to assist in support operations. It is the responsibility of commanders at all levels to provide information on resources which may be utilized for support of military operations and estimates of requirements for support of civilian populations.

c. Since specific policies vary for each country or area in which operations are conducted, only general factors and considerations can be listed.

(1) *Basic premises.*

(*a*) Full use is made of the material resources, facilities, and services of the area for the purpose of supporting the military mission.

(*b*) Except in IDD operations and when otherwise directed, provision of military supplies to civil populations is limited to that essential to prevent disease, starvation, or such other causes of unrest as might interfere with military operations.

(*c*) In IDD operations, civic action programs normally will require provision of supplies to civilian agencies and the distribution of supplies through military channels.

(*d*) The caloric value of rations for civilian consumption normally will be included as part of guidance concerning the extent to which U.S. forces may provide support to the population of a country.

(2) *Additional considerations.*

(*a*) Urban areas are largely dependent on outside food sources. Rural areas normally are self-sustaining, and rural populations probably will require little or no emergency food allocations.

(*b*) It can be estimated that 10 percent of the population in cities in excess of 100,000 people will require indefinite subsistence and medical supply support. This percentage can be scaled downward in smaller municipalities and may need to be increased in larger cities.

(*c*) Requirements for medical supplies should be based on estimated civilian combat casualties and major endemic diseases in the area.

(*d*) If harvests or stocks of local supplies are adequate to meet civilian supply needs as each military objective is reached, the clogging of military channels may be avoided by holding imports in storage areas and by utilizing local resources to the maximum.

(*e*) Supplies intended for distribution to civilians in an area of active military operations should be rapidly distributed for immediate consumption or use. Major preparation, processing, or detailed handling should not be required. As the military situation becomes relatively stabilized, such bulk type supplies as unprocessed foodstuffs, cloth to be made into clothing, or lumber for the construction of shelter may then be suitable.

(*f*) Establishment of priorities and phasing of deliveries must be compatible with the timing of supplies required for the support of military operations.

(*g*) Fertilizers, seeds, tools, or repair parts, may serve to accelerate local production of needed supplies at low cost. This would also free valuable shipping space for other uses.

(*h*) Requirements for support of civilians must be specific as to quantity and time, or as to needs for a specific project.

3. Military Supply Support

a. The principal sources of supplies for civilian support are reallocation of supplies from the local economy, captured enemy stocks, contributions from acceptable national and international welfare and charitable organizations, contributions from local or allied resources in the area, and U.S. military stocks.

b. Types of supplies that may be approved for issue from U.S. military stocks consist principally of food, tentage, clothing, engineer equipment to insure operation of essential utilities, medical supplies, transportation equipment, and fuel and lubricants. The supply organization establishes, controls, manages, and operates the facilities

through which such supplies are made available for civilian support in response to requisitions placed by units charged with the civilian supply function. These units are also responsible for the issue of supplies to authorized civilian agencies or groups, either by drawing directly from depots or supply points when they have adequate transportation, or by requesting delivery to specified points at which issue can be made to local governmental authorities.

c. Supply installations which receive, store, and issue supplies for civilian support are identified in supply and distribution plans. These plans assign specific missions and, as implemented by administrative orders and other instructions, prescribe requisitioning and supply procedures to be followed.

(1) Under certain circumstances, and particularly upon the initiation of military operations in a theater, supplies for support of civil affairs operations may be provided on an automatic basis. As the operation progresses, CA staff officers are responsible for developing plans and programs for the coordination of requisitions from the units in whose areas ultimate distribution to civilian agencies will be made.

(2) Requisitions for military supplies for civilian support are processed in the same manner as those for all other military supplies and afforded priorities consistent with support for the command mission. Depending upon the situation, supplies required for civilian support may be strictly controlled and require command approval for issue.

d. The CA organization normally requires civilian agencies receiving support to maintain records in such detail as is necessary for a full and proper accounting of supplies provided from military sources, as well as of contributions made by allied governments and nonmilitary agencies.

(1) When supplies are transferred to the local government or civilian agencies for distribution or for reallocation, authorized signatures must be obtained on receipts.

(2) Accountability for military stocks used for civilian support is maintained until the supplies are issued to appropriate civil agencies. Further accountability, storage, processing, and final distribution to end users is normally the responsibility of civil agencies operating under the supervision of CA personnel.

(3) Central accounting controls are maintained to provide information on which to base continuing requirements for civilian supplies, and insure that supplies are not issued in excess of essential minimums. Statistical evaluations at local, regional, and national levels assist in determining the effectiveness with which civilian supply operations are being accomplished.

4. Support from Other Sources

a. As previously indicated, supplies for civilian relief or economic aid may be obtained from local resources, captured enemy stocks, and by contributions of national or international agencies.

b. Within the area of operations, the aggregate of supply requirements, military and civilian, is reviewed to determine those supplies which should be obtained through local procurement. Directives of the commander, based on applicable legal limitations, furnish guidance to subordinate commanders on available methods of procurment. Except in situations of grave emergency to the command, local procurement for military use which will result in subsequent importation of similar items for civilian use will not be permitted.

(1) Procurement of supplies and equipment is done by purchasing and contracting officers appointed in accordance with policies and procedures established by the Department of the Army. Purchasing and contracting officers may also be designated agent finance officers for the purpose of making cash purchases.

(2) CA units assist and advise purchasing and contracting officers in making arrangements for local procurement. Procedures for local procurement by CA units conform to those prescribed for all military units operating in the area.

c. Maximum efforts are made to exploit those captured enemy supplies which are suitable for civilian use. The military use of captured enemy supplies may be objectionable due to their dissimilar quality, packaging, marking, and the difficulty which may be encountered in repair and maintenance. The allocation of captured supplies to ci-

vilian use in the area of their location reduces requirements for civilian supplies and the transportation necessary to move such supplies from rear areas. Intelligence requirements demand, however, that care be taken to safeguard or evacuate captured materiel in satisfaction of technical intelligence requirements.

(1) As enemy food supplies are uncovered, adequate security measures are taken to protect them from destruction or looting. These supplies may be released for distribution through CA distribution channels for the feeding of refugees, displaced persons, and local inhabitants.

(2) Captured enemy vehicles and fuel and lubricants may be issued for the movement of food from rural to urban areas and for other essential purposes.

5. Military Use of Resources

Consistent with the policy that maximum use be made of local resources in the support of military operations, logistical planning gives consideration to projects involving the reconstruction and rehabilitation of local facilities for military use. In such planning, both military and civilian requirements are considered in the light of the total mission of the command. Use of existing local facilities serves not only to reduce the need for military construction effort, but may promote desired economic development in the area. The CA organization provides the point of contact for military commands and other agencies requiring local supplies, services, and facilities. When procuring local property by requisition or seizure, a type receipt as shown in figure 11, Requisition/Seizure Receipt, should be used. Form may be reproduced locally.

6. Procurement of Real Estate

a. The acquisition and disposition of real estate are functions of the Engineer. These functions are performed in accordance with the terms of agreements, the law of land warfare, and applicable theater policies.

b. Adequate prior planning is essential to the effective determination of requirements and allocations of areas and facilities.

c. Although control over all activities concerned with real estate is centralized, the acquisition of real estate has a strong and direct impact on the economy of the area of operations. G5 accordingly determines the availability of real estate for military use, any limitations that should be imposed on such use, and the effect of such utilization on the local economy. G4 develops policies on the requisitioning and administration of real estate and makes allocations of areas, billets, and facilities to users. G1 suballocates shelter and quarters for the use of staff sections and personnel within the headquarters.

d. CA units assist engineer real estate officers in locating desired properties and facilities. Engineer real estate officers insure that requests for utilization of real estate are within the allocations made by G4 and maintain, in coordination with CA units, inventories of available real estate.

e. Effective coordination of real estate requisitions may necessitate the establishment of area real estate allocation boards including CA and other representation from the various commands concerned.

7. Procurement of Labor

a. Maximum use is made of local sources of labor in support of military operations. Theater policies, based on legal or treaty requirements and U.S. policies with respect to local economic considerations, are promulgated on such matters as the procurement and distribution of labor, uniform wage scales, and conditions of employment. When the availability of local labor has been determined by G5 in accordance with theater policies, the report of availability is furnished to G1, the allocating staff agency.

b. Civilian labor procurement and administration is performed by unit labor officers, civilian personnel officers, or area labor officers in coordination with appropriate CA units. CA units locate local labor for using agencies and establish and maintain such minimum records as are necessary to insure adherence to prescribed policies and directives. CA units are not responsible for such matters of administration as hiring, payment for services, or maintenance of employment records.

c. Refugees are utilized to the maximum practicable extent as a source of local civilian labor.

8. Civilian Casualties

a. It may be necessary for military aid stations to administer emergency type treatment to civilians during active military operations and, when feasible, to evacuate seriously wounded or critically injured civilians. The extent of military treatment and evacuation of civilian casualties de-

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Receipt is hereby acknowledged of the following property which has been requisitioned/seized by the undersigned, acting for and in behalf of the US armed forces:

Item or items: _____
(Describe fully, including quantity)

Location: _____
(Identify by address or otherwise where the property was when it was requisitioned/seized)

Owner: _____
(Name and address of owner, if known)

Custodian: _____
(Name and address of person in custody of property at time of requisition/seizure)

Value: _____
(Estimated)

Condition: _____
(Describe quality of property)

Date: _____
(Date property requisitioned/seized)

Purpose: _____
(Purpose for which property was requisitioned/seized)

Period of use: _____
(Temporary or permanent; if temporary, estimate duration)

_____
Name of person making requisition/seizure

_____
Grade and Identity No.

_____
Unit designation

_____
Date

Figure 11. Requisition/seizure receipt.

pend upon the requirements of the military situation and the availability of military medical facilities. Whenever possible, civilian casualties are evacuated to the nearest civilian medical installation. If civilian medical facilities are not available, the administrative order of the command concerned should outline evacuation procedures.

b. When civilian casualties are to be evacuated to military medical installations, evacuation is accomplished through the military evacuation system on a priority basis second to military casualties.

c. If civilian ambulances are not available for the transport of civilian casualties, trucks, private cars, or animal-drawn carts are utilized. When military transportation must be provided, available air, rail, or motor transportation, including empty vehicles moving to the rear, are employed. Provisions are made, where necessary, for the transportation of civilian casualties by litter or improvised means.

d. When sick and wounded civilians have been evacuated to military medical facilities, they are segregated from military personnel and transferred to civilian facilities as soon as their physical condition permits. Accordingly, measures are taken, whenever practicable, to rehabilitate civilian hospitals on a first priority basis.

9. Movement of Civilian Supplies

a. Transportation includes the utilization of civilian and military transportation for the movement of civilian supplies. Use of public transportation facilities not operated by the Transportation Corps for military purposes is coordinated through the G5 of the command charged with the control or supervision of such facilities.

b. When authorized by competent authority, civilian transportation may be requisitioned for military use. In the allocation of civilian transport between military and civilian use, careful consideration must be given to the terms of the civil affairs agreements for the movement of food,

clothing, medical, and other supplies. Except in emergency situations, civilian vehicles should not be used for military purposes. Civilian vehicles are returned to their proper owners as soon as effective control over their use can be exercised by civilian authorities.

c. Upon entry into an area previously under enemy control, all civilian vehicles, trucks, and animal-drawn carts required for the transportation of civilian supplies are organized into transportation pools for operation under the supervision of CA units in the area. The organization of vehicles into pools provides the most effective means for the movement of civilians and transportation of essential civilian supplies. To the maximum practicable extent, such vehicles are operated by their owners.

d. When local or captured enemy supplies and facilities are not available, minimum amounts of fuel, lubricants, tires, and spare parts from military stocks, and essential military maintenance facilities, are made available by the responsible military commander for utilization by civilian transportation pools under the supervision of CA units. Issues of supplies are made against approved trip tickets and are restricted to the controlled employment of the vehicles in meeting the approved transportation needs of the community involved. Commanders of CA units estimate future requirements for military stocks for fuels and lubricants in advance and submit the necessary requisitions through appropriate command or supply channels.

APPENDIX I

DISPLACED PERSONS, REFUGEES, AND EVACUEES

1. General

a. Application. The CA tasks discussed herein are applicable under circumstances of limited or general war with CA authority vested in the military commander. In certain circumstances during peace and cold war, where the military commander is not vested with CA authority, CA functional teams may assist, advise, and support allied civilians or indigenous military governmental authorities in the performance of these tasks.

b. Definitions.

(1) A displaced person is a civilian who is outside the boundaries of his country in time of war, who may or may not be desirous of repatriation, and may require assistance in obtaining food, shelter, and clothing.

(2) A refugee is a civilian who has left his home to seek safety elsewhere within his own country.

(3) An evacuee is a civilian removed from his place of residence by military direction for reasons of his own security or the requirements of the military situation.

2. Control

a. During combat operations effective control of the movement of civilians is of primary importance. Disorganized masses seriously impair the movement of military units, endanger security, and threaten the health of the military force. Refugees and displaced persons also constitute a potent weapon which the enemy may use to disrupt friendly military operations. To prevent interference with military operations from the movement of the local populace, it is essential that civil administration be reconstituted at the earliest practicable time and that constructive direction be given through civil authorities to the local populace.

b. The theater commander plans and prepares directives covering policies and procedures for care, control, and disposition of refugees, evacuees, and displaced persons. All commanders are under the legal obligation imposed by the rules of international law, including the Geneva Convention of 1949, to provide a minimum standard of humane care and treatment, to establish law and order, and to protect private property. Additional humanitarian considerations are observed whenever possible, providing they do not result in interference with military operations.

c. Detailed planning for the care and control of refugees, evacuees, and displaced persons should include such matters as the authorized extent of migration and evacuation; location and establishment of camps; standards of care; status and ultimate disposition of refugees and displaced persons from allied, neutral, or enemy countries; extent of local governmental authority over nonnational civilians; and designation of routes for refugees movement, military and civilian police to provide traffic control, intelligence detachments to screen personnel, and CA units to supervise camp operations.

(1) During a fluid situation, it is desirable to billet refugees with the local population in nearby communities to the greatest practicable extent rather than to move them to the rear through assembly areas to camps. When frontline tactical units have advanced sufficiently, it is advantageous to permit the early return of refugees to their homes. Logistical support requirements may, however, delay the return of refugees to centers of population. In a static or slow moving situation, it may be necessary to collect and move all refugees to the rear.

(2) All movements of refugees, evacuees, and displaced persons to the rear are made on

designated secondary roads. Maximum utilization is made of local transportation and police.

(3) The ultimate disposition of refugees is to allow them to return to their homes as quickly as tactical considerations permit in order to lessen the burden on the military force and the civilian economy for their support and to lessen the danger of disease which accompanies the grouping of peoples in confined areas. When refugees are returned to their homes, they can assist in the restoration of their towns and contribute to their own support.

(4) The ultimate disposition of displaced persons is to resettle them, preferably in their own country or in any area of their choice consistent with U.S. policy and international agreements. The early resettlement of such displaced persons shortens the period of time during which they are a responsibility of the military commander. In either a fluid or a static situation, displaced persons are formed in groups and moved through assembly areas to displaced person camps as soon as the tactical situation permits.

(5) The ultimate disposition of evacuees will vary with the reasons for evacuation, but generally they will be returned to their places of residence. However, circumstances may dictate their resettlement in other areas of their choice within the scope of U.S. policy and the terms of international agreements.

d. To prevent infiltration by guerrillas, enemy agents, and escaping members of the hostile armed forces, it is essential to establish control points; screen refugees, evacuees, and displaced persons; search suspected individuals; and impose restrictions on movement. Although screening activities may be performed initially by military police, intelligence, or other type units, they are most effectively conducted by using friendly and reliable local police or civilians under the supervision of CA units. Administrative controls must be conducted with care to prevent the alienation of people who are sympathetic to U.S. objectives.

3. Evacuation

a. Whenever possible, the rearward evacuation of communities in forward combat or other areas is avoided. Evacuation removes civilians from areas where they can maintain themselves; provides material for enemy propaganda; arouses resentment; complicates the control of their movements; increases the difficulties of maintaining adequate security; necessitates the use of military transport and the expenditure of additional food, fuel, clothing, and medical supplies; and may create epidemic conditions and decrease availability of facilities to support military operations.

b. If tactical considerations require, civilians may be removed from forward areas and not be permitted to return to their homes until the advance of friendly elements has resulted in the establishment of a new forward zone. The removal of civilians may be partial or complete, as security considerations require. If practicable, livestock should be evacuated with the civilians. When civilians have been removed from an area, they are not permitted to return to their homes until authorized. However, when the military situation permits, civilians may be returned to their homes under escort in order to rescue livestock or minimize personnel losses which may impair the local economy.

(1) The decision for this action must be made by the division or higher commander. A rearward evacuation beyond the division rear boundary is made only after coordination with corps or field army.

(2) Civilians are evacuated to the rear only when necessary to—

(*a*) Remove them as a hindrance to military operations.

(*b*) Provide for increased security of troops and installations and to safeguard information.

(*c*) Provide for their safety and welfare by removing them from the frontlines.

(3) Civilians may be evacuated when—

(*a*) There is time for the evacuation to be accomplished.

(*b*) Density, character, and composition of the population render such evacuation necessary.

(*c*) Means are available to accomplish the evacuation.

(*d*) Routes are available for the evacuation.

(*e*) Areas are available to absorb the evacuees.

(*f*) Distances involved are not prohibitive.

(*g*) Fallout from nuclear attack has not made movement impracticable.

c. Duties of a CA unit commander in an evacuation include—

(1) Supervising the execution of plans for evacuation.

(2) Arranging for the employment of civilian transportation to the fullest extent possible for the transport of civilians.

(3) Arranging for the establishment and maintenance of feeding stations along routes.

(4) Insuring that plans for reception have been made.

(5) Arranging for establishment of civilian collecting points and civilian assembly areas.

d. When a decision is made to accomplish the mass evacuation of a community, detailed plans are made to prevent stragglers or uncontrolled groups from disrupting forward movement of military units and supplies. Mass evacuation planning includes—

(1) *Transportation.* Maximum use will be made of civilian transportation. If this is not available, military vehicles should be requested for the old, the very young, and the sick.

(2) *Distance.* The distance of the move from the point of departure should be no greater than is necessary to meet the minimum objective for which the movement is planned.

(3) *Fallout.* Where radioactive fallout has occurred, or is anticipated, precautions are taken to avoid moving civilians downwind from the actual or anticipated nuclear attack.

(4) *Screening.* Security screening and documentation of evacuees should be accomplished at the earliest possible moment.

(5) *Identification.* If possible, every evacuee is provided with and required to wear visibly on his person a tag identifying him by name, or is provided an official identification card indicating the locality from which evacuated and bearing other pertinent information.

(6) *Briefing of evacuees.* Briefing to explain the purpose of the move, restrictions on personal belongings, and the methods of passive air defense is accomplished by leaflets, loudspeakers, posters, or other means available prior to beginning the movement.

(7) *Impedimenta.* Each person is allowed to take a predetermined allowance of personal effects.

(8) *Rations.* If the move will require not more than 2 days, rations may be issued at the time of departure to each person evacuated, or rations may be issued at designated points en route.

(9) *Priority.* The mission will determine categories and timing of evacuations of specific groups.

(10) *Assembly areas and camps.* Housing should be such that it will not endanger the health of the evacuees, nor unnecessarily increase the suffering caused by the evacuation. Issues of food fuel, clothing, and medical supplies are furnished in advance to the assembly area receiving the evacuee.

(11) *Medical care.* The health and physical well-being of the evacuees are difficult problems. Use of civilian medical personnel is highly desirable. Civilian medical personnel are supplemented by military medical personnel, if necessary and available, to assure meeting standards of medical care required, to protect the health of military personnel, and to comply with international law. Appropriate health measures will be taken prior to movement to prevent spread of infectious diseases and development of epidemics.

(12) *Religious needs.* When practicable, the religious needs of the evacuees are ascertained, and facilities are made available for worship, through the use of civilian religious personnel assisted by military chaplains, if available and required.

(13) *Duration.* The duration of the evacuation should be no greater than that necessary to meet the objective for which the movement is planned.

(14) *Return.* Plans for mass evacuation also include provision for the return of the evacuees as well as criteria for determining the duration of their absence. Areas subjected to CBR attack are carefully screened for safety of occupancy before return movement is accomplished.

e. Standfast orders normally are issued to civilians in order to prevent interference with military operations and to preclude disclosure of the plan of operation. In a retrograde movement, however, experience has shown that such orders are not obeyed if a population fears the enemy and civil police are ineffective. Therefore, the rearward evacuation of civilians in special categories and priorities may be authorized by policies of higher headquarters. Policies pertaining to evacuation are implemented by subordinate tactical commanders as the military situation permits. Evacuation priorities may include persons and resources according to the following priorities:

(1) Persons subject to reprisals, such as civil officials and resistance leaders who have worked for the military forces of the United States and its allies and their immediate families.

(2) Other civilians including scientific, medical, and religious personnel.

(3) Civil police.

(4) Materiel of immediate value to the enemy forces except such items as medical supplies and foodstuffs essential for civilian needs, personal property, or any other material covered by international law or humanitarian considerations. Equipment or materiel in certain categories, capable of immediate conversion to military use by hostile forces and not capable of evacuation, such as petroleum products, weapons, means of heavy transport, and public communications equipment may be destroyed.

4. Collecting Points

Civilian collecting points are temporary areas designated for the assembly of small numbers of refugees, evacuees, and displaced persons prior to their evacuation. At collecting points, only minimum emergency relief for limited periods is provided. Collecting points should be in defilade, accessible by road, and near water.

5. Assembly Areas and Camps

a. An assembly area provides a temporary assembling place for refugees, evacuees, and displaced persons in preparation for further movement to refugee camps or for resettlement in local communities. Assembly areas, which are generally designed to accommodate a larger number of persons than a civilian collecting point, provide additional emergency relief to include food, clothing, medical supplies, medical treatment, and limited shelter. In assembly areas, the process of screening to segregate prisoners of war and civilian internees for separate handling by military police units is continued. In addition, action is commenced to segregate civilians by nationality or ethnic groups in preparation for movement to designated camps. A continuous effort must be made to identify and segregate individuals whose interests are inimical to those of the United States and its allies.

b. Assembly areas and camps serve as temporary or semipermanent places for the grouping of refugees, evacuees, and displaced persons prior to the return of such persons to their normal places of habitation, resettlement in local communities, repatriation to their own countries, or other designated disposition. Normally they are located in the field army rear area or in the communications zone. Camps may utilize available civilian accommodations or military construction.

(1) In these camps, a further segregation of refugees and displaced persons takes place according to nationality or ethnic group. Continuing action is taken to detect enemy civilians who should be interned; examine civilians for communicable and other diseases; prepare individual identification records; reestablish family groups; provide food, clothing, and additional medical care; and prepare individuals for future disposition.

(2) In the designation of locations, care is taken to avoid those which are in the vicinity of profitable targets, such as vital communications centers and large military installations. In the selection of local facilities, consideration is given to the temporary or semipermanent nature of the facilities to be established, and to such factors as weather proof roofing, solid floors, ventilation, provisions for water supply, sewage and waste disposal, and proximity to local sources of food supply. Another factor in camp location is whether inhabitants will be a source of indigenous labor.

(3) The specific type of authorized construction, which is the minimum necessary to satisfy the requirements of the particular

situation, varies according to local climate, anticipated permanency of the particular camp, number of camps to be constructed, extent of local sources of labor and materials, and the availability from military resources of engineer materials and assistance. Whenever possible, construction is accomplished by the refugees, evacuees, or displaced persons, themselves, or by local agencies of government employing civilian labor. Local sources of materials are utilized to the maximum practicable extent in accordance with legal limitations.

(4) The administration and operation usually is directed by a CA platoon under the supervision of its company headquarters. The parent CA company provides technical advice, support, and assistance, and may furnish additional platoons and functional teams or specialists, such as displaced persons, public health, public welfare, or public safety, at any particular camp according to the requirements of the particular situation. In the event that additional functional teams or specialists are required beyond the capabilities of the CA company, the company commander requests necessary assistance from the CA battalion. Because of the large numbers of refugees, displaced persons and evacuees for whom control and care normally must be provided, maximum attention must be given to the use of local civilian personnel to provide the cadre for camp administration. This cadre should be organized and trained prior to the opening of the camp. Whenever practicable, civilian personnel should be obtained from public and private welfare organizations and employed under military supervision.

(5) Inmates of camps should be required not only to establish and maintain the organization for internal camp administration but also to assist in maintaining the physical security of the installation. Within the limitations imposed by international law, camps should provide the necessary labor for their own operations and within applicable limitations should be considered as a source of labor. Allied liaison officers and representatives of international organizations and of local governments are conducted on visits to camps as required.

APPENDIX J

CIVIL DEFENSE, AREA DAMAGE CONTROL AND REAR AREA SECURITY

1. General

It will be noted that the civil affairs tasks discussed herein are applicable under circumstances of limited or general war with civil affairs authority vested in the military commander. In certain circumstances during peace and cold war, where the military commander is not vested with civil affairs authority, CA functional teams may assist, advise, and support allied military governmental or civilian authorities in the performance of these tasks.

2. Civil Defense and Area Damage Control

a. Civil defense includes the mobilization, organization, and direction of the civil population to minimize by passive measures the effects of enemy action on all aspects of civil life. Because of the extensive impact on civilian populations and economies that may result from use of mass destruction weapons, careful development and implementation of civil defense plans are essential to preserve the stability and security of civil government. In addition, civil defense contributes to the protection of military installations from damage; may minimize military casualties; permits the continuance of local support to military operations; and generally reduces the extent of disruption to military operations.

b. Area damage control in military operations consists of preventive and control measures taken before, during, and after an attack to minimize its effects on military operations. It serves to assist in the continuation or reestablishment of administrative support. Generally rear areas are divided into subareas for damage control purposes. A rear area security control center is established by the responsible commander to implement and coordinate rear area defense and damage control, and subordinate control centers are established in each subarea. Area damage control planning is a general staff responsibility of G4, while rear area security plans are prepared under the supervision of G3. Civil defense is within the purview of G5.

c. Civil defense, area damage control, and rear area security planning and operations should be mutually supporting. Preattack planning will give consideration to such matters as camouflage, circulation of traffic, movement of individuals, blackouts, construction of shelters, warning systems, labor, firefighting and decontamination procedures, equipment, and personnel. In postattack recovery operations, radiological survey and decontamination processes will benefit both military personnel and civilians. Civilian and military firefighting equipment and labor potential can be coordinated or pooled, where advantageous, as can medical services. Any major movement of civilians as the result of an attack will have a direct bearing on the circulation of military traffic. In repair and reconstruction activities, equipment, technicians, labor, and materiel of troop units concerned and the capabilities of civilian population should be coordinated to the maximum advantage of both.

d. The G5 has general staff supervision over civil defense activities and may assign the responsibility for civil defense planning and measures for the control of the civilian populace to the CA unit commander. The CA unit commander is responsible for implementation of civil defense plans and for coordination of control measures with appropriate agencies of government. To the maximum extent practicable, local officials are held responsbile for organization of local civil defense activities and effective conduct of civil defense measures.

e. Civil defense planning is not confined to protective measures against weapons in the mass destruction category, but must include protection against all types of warfare, and against all forms

of natural disaster such as floods, fires, and earthquakes. In the development of civil defense plans, consideration is given to—

(1) Correlation with the area damage control plan.
(2) Provisions for emergency repair of vital installations, fire prevention and protection, disposal of enemy explosive ordnance, and emergency hospitalization of civilian personnel.
(3) Maximum utilization of existing local plans, organizations, and facilities.
(4) Mutual support provisions to enable both military and civilian rescue and working parties and their equipment to be employed in the installations and facilities of either.
(5) Establishment of civilian control centers in the vicinity of subarea control centers, whenever feasible, in order to receive air raid warnings, dispatch orders, direct emergency services, and coordinate measures between military and civil organizations and facilities.
(6) Coordination of neighboring civil defense organizations particularly when the boundaries of military sectors cross political boundaries.
(7) Establishment of civil defense organizations in towns and cities where they do not already exist.
(8) Establishment of civil defense organizations at provincial and national levels as soon as the situation permits.
(9) Organization and training of personnel of fixed support installations or facilities for provision of emergency hospitalization, housing, feeding, and mobile reserve teams capable of rapid movement for the performance of police, rescue, fire, medical, and engineering services.
(10) Plans for the evacuation of cities and towns rendered unsafe as a result of nuclear attack or natural disasters, and necessary transportation and control.
(11) Development of protective measures against guerrillas, infiltrators, and subversive elements during a period of disruption or disorganization.
(12) Education of the local population in civil defense operations and provision for the dissemination of information, orders, and instructions requiring group action, and assignment of individual responsibilities.

f. The CA unit commander coordinates the activities of the various functional specialists who supervise the local agencies of government and civil defense services most closely related to their respective specialties. Organization or augmentation of the following types of services is desirable in most situations.

(1) Police services.
(2) Fire services.
(3) Warden services.
(4) Public health services.
(5) CBR defense services.
(6) Rescue and engineering services.
(7) Communications and transportation.
(8) Public welfare services.
(9) Local information bureaus.

g. Logistical planning should include provisions for anticipated requirements of civil defense equipment and supplies in order that unscheduled diversions from military stocks will be minimized. The stockpiling of selected salvage items such as material for shelter construction, clothing and blankets will assist in reducing the drain on military stocks. Civil defense equipment and supplies which should be available for issue to the local government may include firefighting and other heavy equipment, tools, and civilian relief supplies.

3. Rear Area Security

a. In rear areas, civil affairs operations increase in scope and complexity. Refugees, evacuees, and displaced persons moving back from combat areas must be fed, sheltered, and controlled. Civilian administration is reconstituted; and programs are instituted to support military operations, prevent disaffection, relieve distress, and initiate rehabilitative measures. Steps must be taken to alleviate disease, hardship, idleness, and inequities of an economic, political, or social nature.

b. In rear area security operations, a maximum effort should be made to use available loyal indigenous personnel to assist in security of the area. Civil affairs programs can play an important role in rear area security operations. Examples of civil affairs operations which can muster civil assistance are—

(1) Increasing the efficiency of the local administration so that orders, intelligence,

requests, and information pass expeditiously in either direction between the military commander, the civil administration, and the populace.

(2) Improving the efficiency of the civil police and its image with the populace in order to enhance its effectiveness in security, control, and intelligence.

(3) Improving local health through public health measures to enhance the government image, increase civilian productivity, and eradicate contagious disease.

(4) Initiating or improving public welfare activities, such as centers for the aged.

(5) Locating and negotiating for civilian resources required for military use.

(6) Organizing or modernizing public facilities such as water distribution, sewage disposal, power, communications, and transportation to increase the general efficiency and productivity of the area.

(7) Preparing and disseminating information through military and civilian information and psychological operations media.

4. Counterguerrilla Operations

a. It is essential that initial civil affairs operations be directed primarily toward gaining control of the populace in land areas occupied or liberated by the military force. Guerrillas depend on the active support of the local inhabitants for food, medical supplies, shelter, intelligence, and personnel. No effective guerrilla movement can exist without the passive sympathy of the local population; therefore, a basic objective of counterguerrilla operations is to separate guerrilla forces from civilian support. Since guerrillas thrive on confusion and the disorganization of government, civil affairs operations are conducted to engender stable conditions through local relief, restoration of law and order, a resumption of agricultural production, reestablishment of local government, and measures to enlist the active support and sympathy of the local populace. Appropriate consideration is given to the use of rewards for friendly assistance, imposition of punishment for collaboration with guerrillas, employment of propaganda media, and imposition of necessary restrictive measures.

b. When the local populace collaborates with hostile guerrilla forces, rigid controls and restrictions are imposed. Such controls and restrictions may be relaxed subsequently according to the requirements of the situation. Punishment for violation of regulations and restrictions must be just and deserved to prevent exploitation by guerrillas. Maximum publicity is given to those offenses for which punishment is imposed. In order to reduce collaboration with guerrillas, it may be desirable to impose strict rationing controls on the production, distribution, and consumption of food, clothing, medical and other supplies.

c. Planning for rear area security is initiated without delay, is continuous, and includes plans to prevent, minimize, and combat enemy guerrilla activities. Planning for defense against guerrilla action requires a detailed analysis of intelligence of the area of operations including the enemy, weather, terrain, national characteristics, customs, beliefs, and desires of the people. Consideration is given to political and economic policies that are necessary to gain control of the area and its populace. Plans must be effectively coordinated with adjacent commands and vigorously implemented in all areas to prevent the movement of guerrillas.

d. Local and national police security detachments and other formations of local personnel and displaced persons are organized and utilized to guard critical installations against sabotage and to function as information collecting agencies. In rear areas, local civilians who are dependable and sympathetic are employed in security units and as agents and informers to infiltrate guerrilla units and report their movements and locations. Labor and service units may be utilized in the storage and distribution of supplies and the preparation of defensive works.

e. Screening of local civilian employees is essential to prevent information of military operations and troop movements from falling into the hands of guerrillas and infiltrators.

f. It may be necessary to provide essential items of supply to segments of the civilian populace, including victims of resistance force attacks, groups which have been relocated or concentrated for security reasons, and other civilians whose resistence to insurgent forces may be weakened by hunger and distress. These supplies initially will be limited to such survival items as food, medical supplies, clothing, fuel, and construction material. Emergency supplies must be safeguarded and controlled to insure equitable distribution and their denial to hostile elements.

g. No insurgent movement will achieve success without the willing or coerced support of a portion of the civilian populace. The following are suggested methods of control of civilians which may be adopted by CA units:

(1) Confiscate weapons to reduce their availability to guerrilla seizure. Establish an accountability system for those weapons retained by civilians.
(2) Register all civilians and set up an identity card system.
(3) Establish a curfew with due consideration for civilian needs.
(4) Set up circulation controls.
(5) Suspend such personal rights as may be necessary to allow searches and arrest on suspicion.
(6) Evacuate designated areas.
(7) Provide security for friendly civilians and their families.
(8) Establish a reporting system covering treatment of wounds and administration of medical aid.
(9) Furnish relief supplies as required.
(10) Conduct educational forums to counter insurgent propaganda and outline positive programs.
(11) Secure reports on absentee employees.
(12) Maintain control and accountability over foodstuffs, medicine, livestock, raw material, or other matter which may be of assistance to guerrillas.
(13) Establish rationing systems for critical items.
(14) Confiscate property of collaborators.
(15) Censor media of public communication.
(16) License all forms of transportation.
(17) Establish an information program with the support of psychological warfare personnel to publicize measures taken, reasons therefor, and punishments for noncompliance.
(18) Reward civilians who contribute actively to counterresistance programs.
(19) Restore normal community processes of public health, safety, education, communications, transportation, waste disposal, water supply, legal processes, and other expressions of civil government and administration.
(20) Introduce necessary governmental and legal reforms.
(21) Stimulate production of agricultural products and other essential goods.
(22) Increase development and utilization of local resources.
(23) Improve community relations activities.
(24) Encourage civic action programs.

h. Counterguerrilla operations present legal and political problems of great complexity and sensitivity. Guerrillas, depending upon their status under international law, may be equated to regular armed units of the enemy or be regarded simply as brigands and bandits. For information concerning legal rules applicable to guerrillas and the use of local inhabitants in counterguerrilla operations, see FM 27–10.

APPENDIX K

SAMPLE ORDINANCES AND NOTICES

1. The sample ordinances and notices contained in this appendix are models for preparation of similar documents in military government situations. They have no application in situations short of full assumption of executive, legislative, and judicial authority by the U.S. military commander.

2. This appendix does not include samples of proclamations, as such documents are usually statements of far-reaching policy determination prepared at the highest governmental and military command levels for the signature of a supreme commander or figure of similar stature. They are intended for dissemination throughout affected countries and areas and all available channels, including civil affairs channels, are employed. CA personnel normally will not be involved in the drafting of such proclamations.

EXAMPLE OF AN ORDINANCE PERTAINING TO THE CIRCULATION OF CURRENCY IN OCCUPIED TERRITORY

ORDINANCE NO. 51

CURRENCY

ARTICLE I

Allied Military Currency

1. Allied Military Currency Notes bearing local denominations and in readily distinquishable form shall be legal tender in the occupied territory for the payment of any debt expressed in terms of the local currency.

2. Allied Military Currency Notes will in all respects be equivalent to any other local currency which is legal tender and of equal value.

3. No person shall discriminate between Allied Military Currency Notes and any other local currency which is legal tender and of equal value.

ARTICLE II

Prohibited Transactions

4. Except as authorized by the Civil Affairs Administrator, no person shall make or enter, or offer to enter, into any arrangement or transaction providing for payment in or delivery of a currency other than Allied Military Currency or Notes or local currency which is legal tender and of equal value.

ARTICLE III

Penalties

5. Any person violating any provision of this Ordinance shall, upon conviction by a Civil Affairs Court, be liable to any lawful punishment, other than death, as the Court may determine.

ARTICLE IV

6. This Ordinance shall become effective upon the date of its first promulgation.

_____

General, United States Army
Civil Affairs Administrator

EXAMPLE OF AN ORDINANCE PUBLISHED IN OCCUPIED TERRITORY SPECIFYING PENALTIES FOR CRIMES AND OFFENSES

ORDINANCE NO. 4

PROHIBITION OF WEARING OF _____ MILITARY UNIFORMS

ARTICLE I

1. No former member of the _____ armed forces and no other civilian shall at any time wear or display on his person or clothing any military decorations, medals, insignia, or badges or rank or any miniatures thereof.

ARTICLE II

2. From the effective date of this article, no former member of the _____ armed forces and no other civilian shall at any time wear a _____ military uniform, or any part thereof, in its regulation color and pattern.

3. The wearing of garments which have been produced by dyeing a uniform a color other than (indicated denied colors) or by remodeling it into a civilian pattern will be permitted, provided such dyed or remodeled garments may not be readily identified as a uniform. This provision does not apply to headgear of any _____ military uniform, which will in no event be worn.

ARTICLE III

4. The term "_____ military uniform" shall mean any uniform of—

(a) Any branch of the _____ armed forces, including any _____ armed forces prior to _____.

(b) The _____ Party, its formations or affiliated or supervised organizations, and

(c) Any _____ para-military organization, and police uniforms similar thereto, and shall include all outer garments including shirts and headgear but not including boots, shoes, or socks.

ARTICLE IV

5. The term "insignia" shall include but shall not be limited to collar, sleeve or shoulder ornaments or devices, distinctive braid and distinctive buttons of any of the organizations listed in Article III.

6. The term "military decorations and medals" shall include but not be limited to decorations and medals awarded to military personnel or to civilians for services related to the organizations listed in Article III, or for any other services related to military operations, but will not include decorations or medals granted or authorized by the government of any of the United Nations.

7. The term "military insignia and badges of rank" means insignia and badges or rank of any of the organizations listed in Article III.

ARTICLE V

8. The senior _____ official at each level of government will initiate and carry out a program for the remodeling and dyeing of uniforms and for the collection and distribution of clothing to those without adequate clothing. He is responsible for the distribution of clothing between communities within the areas under his jurisdiction. For these purposes, mayors and county councillors shall have power to requisition surplus clothing. Without limiting individual responsibility hereunder, mayors and county councillors shall be responsible for insuring compliance within their areas of the terms of Articles I, II, and III hereto.

ARTICLE VI

9. Any person violating any of the provisions of this Ordinance shall upon conviction by a Civil Affairs Court be liable to any lawful punishment, other than death as the Court may determine.

ARTICLE VII

10. Articles II and III of this Ordinance shall become effective on _____ _____. Articles I, IV, V, and VI shall become effective on _____.

_____

General, United States Army
Civil Affairs Administrator

EXAMPLE OF A NOTICE SPECIFYING HOURS OF CURFEW IN OCCUPIED TERRITORY

NOTICE

CURFEW

Until further notice no person within _____ will be permitted to circulate on the streets or outside his own house without a permit of Civil Affairs authorities between the hours of _____ and _____.

Any persons found in the streets without such permit between those hours will be severely punished.

All persons are further warned that military guards are instructed to shoot any person seen outside his house after hours attempting to hide or escape.

_____

Major General, United States Army
Commanding General

APPENDIX L

APPLICABLE SOLOG'S AND STANAG'S

(NOTE: In some instances, STANAG's and SOLOG's are similar in their provisions. In this appendix, where such is the case, the number of the similar STANAG or SOLOG will appear in parentheses next to the number of the reproduced STANAG or SOLOG.)

SOLOG AGREEMENT 29

DETAILS OF AGREEMENT

CIVIL AFFAIRS/MILITARY GOVERNMENT

PRINCIPLES OF OPERATION

(Study All)

General Remarks

No standard terminology is essential to this study.

SOLOG *Agreement*

1. The following general principles apply to all Civil Affairs and Military Government Operations; they are the basis for initial planning purposes in the absence of specific guidance:

a. Humanity. The principle of humanity prohibits the use of any degree of violence not actually necessary for the purpose of the war. War is not an excuse for ignoring established humanitarian principles. To a large extent these principles have been given concrete form in the law of war; but because all of these principles have not become legal rules; a military commander should consider whether a proposed course of action would be humane even though not prohibited by international law.

b. Benefit of the Governed. Subject to the requirements of the military situation, the principle of governing for the benefit of the governed should be observed.

c. Reciprocal Responsibilities. The commander of an occupying force has the right, within the limits set by international law, to demand and enforce such obedience from the inhabitants of an occupied area as may be necessary for the accomplishment of his mission and the proper administration of the area. In return for such obedience, the inhabitants have a right to freedom from unnecessary interference with their individual liberty and property rights.

d. Command Responsibility. Responsibility and authority for the conduct of Civil Affairs/Military Government operations are vested in the senior

military commander, who is guided by directives from higher authority, national policies, applicable agreements and international law.

e. Continuity of Policy. Continuity and consistency in policy are essential to the success of Civil Affairs/Military Government operations. Therefore, it is fundamental that overall policy be developed at governmental or top command levels and transmitted through normal command channels.

f. Inclusion of Civil Affairs/Military Government Aspects in Plans and Orders. It is essential that military directives, plans and orders contain guidance to insure the accomplishment of the Civil Affairs/Military Government mission.

g. Economy of Personnel. The duties of Civil Affairs/Military Government personnel should be confined where possible to supervision over existing or reestablished civilian authorities.

h. Integration in Combined Operations. In combined operations integration is desirable. This is achieved by exercising Civil Affairs/Military Government control through a combined command as opposed to establishing separate areas of national responsibility. Such integration should be included at appropriate command levels but should not extend to the command of Civil Affairs/Military Government units of one nation by officers of another.

STANAG AGREEMENT 2055

CIVIL AFFAIRS/MILITARY GOVERNMENT

PRINCIPLES OF OPERATION

DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will adopt the principles of operation for Civil Affairs/Military Government contained in the succeeding paragraphs.

SCOPE

2. The following general principles apply to all Civil Affairs and Military Government operations; they are the basis for initial planning purposes in the absence of specific guidance:

a. Humanity. The principle of humanity prohibits the use of any degree of violence not actually necessary for the purpose of the war. War is not an excuse for ignoring established humanitarian principles. To a large extent these principles have been given concrete form in the law of war; but because all of these principles have not become legal rules, a military commander should consider whether a proposed course of action would be humane even though not prohibited by international law.

b. Benefit of the Governed. Subject to the requirements of the military situation, the principle of governing for the benefit of the governed should be observed.

c. Reciprocal Responsibilities. The commander of an occupying force has the right, within the limits set by international law, to demand and enforce such obedience from the inhabitants of an occupied area as may be necessary for the accomplishment of his mission and the proper administration of the area. In return for such obedience, the inhabitants have a right to freedom

from unnecessary interference with their individual liberty and property rights.

d. Command Responsibility. Responsibility and authority for the conduct of Civil Affairs/Military Government operations are vested in the senior military commander, who is guided by directives from higher authority, national policies, applicable agreements and international law.

e. Continuity of Policy. Continuity and consistency in policy are essential to the success of Civil Affairs/Military Government operations. Therefore, it is fundamental that overall policy be developed at governmental or top command levels and transmitted through normal command channels.

f. Inclusion of Civil Affairs/Military Government Aspects in Plans and Orders. It is essential that military directives, plans and orders contain guidance to insure the accomplishment of the Civil Affairs/Military Government mission.

g. Economy of Personnel. The duties of Civil Affairs/Military Government personnel should be confined where possible to supervision over existing or reestablished civilian authorities.

h. Integration in Combined Operations. In Combined Operations, integration of Civil Affairs/Military Government may be preferable to establishing separate areas of national responsibility. The decision of the commander of the occupying forces in the matter will depend upon the circumstances confronting him. If integration is decided upon, this will be achieved by exercising Civil Affairs/Military Government control through a combined command. Such integration should be included at appropriate command levels, but should not extend to the command of Civil Affairs/Military Government units or detachments of one nation by officers of another.

STANAG 2056 (SOLOG 39)
STANDARD CIVIL AFFAIRS/MILITARY GOVERNMENT DOCUMENTS (PROCLAMATIONS AND ORDINANCES)

DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will follow the policies and procedures for Civil Affairs/Military Government documents such as proclamations and ordinances, indicated in the succeeding paragraphs.

SCOPE

2. All initial proclamations and appropriate ordinances should receive the approval of the governments concerned prior to promulgation.

3. Initial proclamations should contain, where appropriate, the following:

a. Declaration of the occupation. This is formal notice of the fact of occupation and of the extent of the area over which the armed forces assume jurisdiction.

b. A statement as to the purpose and policy of the occupation.

c. A declaration of the supremacy of the theatre commander. This is an essential prerequisite to the administration of any Military Government. It should announce that a Military Governor has been appointed and that political ties with, and obligations to, the enemy government, if any, are suspended.

It should announce that inhabitants will be required to obey orders of the theatre commander and his subordinates and to abstain from all acts or words of hostility or disrespect to the occupying forces.

d. Confirmation that, unless the military authority directs otherwise, local laws and customs will continue in force, local officials will continue in office, and officials and employees of all transportation and communications systems and of public utilities and other essential services will carry on with their regular tasks.

e. Assurance that persons who obey the instructions of the military authority will be protected in their persons, property, religion, and domestic rights and will be allowed to carry on their usual occupations.

f. A statement that further proclamations or ordinances will accompany or follow the initial proclamation, specifying in detail what is required of the inhabitants.

g. Place and date document is signed, signature and military title of the issuing authority.

h. In the event the situation above is a Civil Affairs Administration of a liberated territory, rather than an occupation, the preceding paragraphs a to f should be appropriately modified.

4. Subsequent proclamations, numbered in sequence, contain detailed rules governing the conduct of the population. These rules of conduct may also be set forth in ordinances.

5. The format of Ordinances should be standardized to the following extent:

a. Ordinances should be numbered in sequence.

b. They should consist of a series of main subdivisions called Articles.

c. They should contain definitions of any terms used in them which are ambiguous or unfamiliar to the persons to whom they are addressed.

d. The final Article in each ordinance should specify the effective date of the ordinance.

e. Ordinances should be signed by the Military Governor or by some authorized subordinate.

6. Proclamations and ordinances will be published in all such languages as may be necessary to insure that they are understood by members of the occupying force and by the inhabitants of the occupied territory.

STANAG 2057 (SOLOG 40)
CIVIL AFFAIRS/MILITARY GOVERNMENT
SUBJECTS FOR INSTRUCTION
DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces will adopt the standard list of subjects for instruction of Civil Affairs/Military Government contained in the succeeding paragraphs.

SCOPE

2. The introduction of Civil Affairs and Military Government subjects for instruction, the method of providing the information and the amount of time to be devoted to each subject of instruction will be decided by the Service concerned.

3. Training will be conducted to familiarize all military personnel with Civil Affairs and Military Government operations. The following subjects will be included:

a. The purpose and necessity of Civil Affairs and Military Government in military operations.

b. Rules and conventions governing war, with emphasis on the enforcement of law, preservation of order, and the prevention of wanton destruction of civilian property, communications, records, etc.

c. Organization and functions of Civil Affairs and Military Government staffs and units.

d. The individual soldier's relation to Civil Affairs and Military Government operations.

4. Training in Civil Affairs and Military Government conducted in courses of command and staff schools or colleges will be preceded by training outlined in paragraph 3 above and will include the following subjects:

a. Comparison of systems of government.

b. Training and employment of Civil Affairs and Military Government units and personnel.

c. Civil Affairs and Military Government planning.

d. The combined or inter-allied aspects of Civil Affairs and Military Government operations.

e. The methods of including Civil Affairs and Military Government problems in instructional and training exercises.

5. Courses for Civil Affairs and Military Government personnel will include the following subjects:

a. History of Civil Affairs and Military Government.

b. Comparative government, national, state or provincial, and lower levels.

c. Organization of the Army.

d. National policy concerning Civil Affairs/Military Government operations.

e. Staff functions and procedures.

f. Rules of land warfare and appropriate maritime law.

g. Civil Affairs/Military Government organization.

h. Civil Affairs/Military Government functions including courts, public safety, public health and others.

i. Local procurement in support of military operations.

j. Logistical organization and procedures of the Armed Forces.

k. The nature of interallied Civil Affairs/Military Government operations.

l. On mobilization, regional and language training.

6. Courses conducted at combined training centres will be similar to the courses for Civil Affairs/Military Government personnel with additional emphasis on interallied operations.

STANAG 2058 (SOLOG 41)
CIVIL AFFAIRS/MILITARY GOVERNMENT
PRINCIPLES OF ORGANIZATION
DETAILS OF AGREEMENT

GENERAL

1. It is agreed that the NATO Armed Forces accept the principles of organization for Civil Affairs/Military Government as shown in the succeeding paragraphs.

SCOPE

2. Civil Affairs/Military Government is a command responsibility.
3. The function of Civil Affairs/Military Government is supervised and directed by the commander, assisted by an appropriate staff.
4. Civil Affairs/Military Government operations are performed executively by Civil Affairs/Military Government units or detachments insofar as practicable.
5. The organization for Civil Affairs/Military Government is flexible in order to function effectively under varying situations and contingencies.
6. Integraton of Civil Affairs/Military Government personnel is desirable in combined operations. The decision of the Commander of the occupying forces in the matter will depend upon the circumstances confronting him. If integration is decided upon it should not normally extend to the command of Civil Affairs/Military Government units or detachments of one nation by officers of another.
7. The Armed Forces of the NATO countries will accept responsibility for appropriate administration and support required by attached Civil Affairs/Military Government personnel or units of any of the other Armed Forces.

SOLOG AGREEMENT 42
DETAILS OF AGREEMENT
CIVIL AFFAIRS/MILITARY GOVERNMENT TRAINING
PRINCIPLES

(Study D 3)

General Remarks

No standardized terminology is essential to this study.

SOLOG Agreement

1. The introduction of Civil Affairs/Military Government training, the method of providing the instruction and the amount of time devoted to training will be decided by the army concerned.
2. Basic orientation in Civil Affairs/Military Government will be provided for all Army personnel on active duty prior to or during movement overseas.
3. Additional general instruction will be given to all army officers on active duty to impart a knowledge, at least equivalent to that required in regard to organization and operation of administrative and technical services.
4. Advanced instruction will be given at high level military schools at which officers are trained for command and staff assignments.
5. Maneuvers and other training exercises will include problems requiring the participation of Civil Affairs/Military Government units and personnel.
6. Civil Affairs/Military Government personnel will receive military training.
7. The functional training provided for specialists will be designed to adapt their civilian specialties to military operations.
8. Civil Affairs/Military Government personnel will receive appropriate regional training in accordance with their planned assignment.
9. Civil Affairs/Military Government personnel assigned to a theater or area having an inter-allied command should normally receive additional training at a combined training center.

STANAG NO. 2065
DETAILS OF AGREEMENT
CIVIL AFFAIRS/MILITARY GOVERNMENT
TRAINING PRINCIPLES FOR NATO ARMED FORCES

GENERAL

1. It is agreed that the NATO Armed Forces accept the following principles for training in Civil Affairs/Military Government.

SCOPE

2. Introduction of Training

The introduction of Civil Affairs/Military Government training, the method of providing the instruction and the amount of time devoted to training will be decided by the Service concerned.

3. Basic Training

Basic orientation in Civil Affairs/Military Government will be provided for all Service personnel on active duty.

4. Further Training

a. Additional general instruction should be given to all officers on active duty to impart a knowledge at least equivalent to that required in regard to organization and operation of administrative and technical services.

b. Advanced instruction will be given at high level military schools at which officers are trained for command and staff assignments.

5. Maneuvers and Exercises

Maneuvers and other training exercises will when practicable include problems requiring the participation of Civil Affairs/Military Government units and personnel.

6. Training of Civil Affairs/Military Government Personnel

a. Civil Affairs/Military Government personnel will receive military training.

b. The functional training provided for specialist personnel will be designed to adapt their civilian specialties to military operations.

c. Civil Affairs/Military Government personnel will receive appropriate regional training in accordance with their planned assignment.

d. Civil Affairs/Military Government personnel assigned to a theater or area having an inter-allied command should normally receive additional training at a combined training center and/or school.

APPENDIX M

CA FUNCTIONAL CHECKLIST

1. This checklist of civil affairs functions is intended as a guide for non-CA units and personnel who may become involved in civil affairs activities, as well as for CA staff officers and units. Those items listed within each functional area indicate the activities generally to be performed under all situations, in addition to those particularly pertinent to the intensity of conflict concerned. Performance of these functions will be accomplished within the framework of applicable policy guidance and directives of higher headquarters.

2. It is recognized that a number of these listed activities will be beyond the capabilities of non-CA units and personnel. However, this checklist will at least assist the commander in identifying and isolating his civil affairs problems and, as appropriate, permit him to seek trained assistance.

3. This list is not exhaustive, but does contain those civil affairs tasks, the performance of which can be commonly anticipated at all levels of command in one form or another. A statement of all functional team capabilities is contained in appendix C.

(CA Functional Checklist located in back of manual)

Functional area	All situations	Stability operations	Mid and high intensity conflict	
			Occupied friendly	Occupied hostile
ARTS, MONUMENTS, AND ARCHIVES	Advise the commander about protection of traditional culture, customs, and arts of an area. Recommend measures for protecting and safeguarding cultural properties such as religious buildings, monuments, and objects of archaeological, historic, and artistic value. List location of historic buildings, monuments, libraries, and relics. Determine guidelines on use of cultural and historic buildings for emergencies. Develop list of authorities on fine arts and archives. Prepare program and assist in troop education concerning importance of preserving arts, monuments, and archives. Develop and maintain cultural data for the area.	Same as under "All Situations" in primarily advisory role to host government.	Same as under "All Situations", plus: Within command policy, assist in restoration of significant monuments and art objects. Assist in locating and returning arts, relics, monuments, libraries, and similar properties to their rightful place and ownership.	Same as under "Occupied Friendly" except emphasis is placed on directory rather than advisory role.
CIVIL DEFENSE	Prepare required civil defense plans. Recruit personnel for training in locating shelters and evacuation routes. Provide for stockpiling necessary food and medical supplies. Provide for adequate warning systems. Provide for volunteer agencies, i.e., fire, police rescue and emergency squads. Provide for explosive ordinance removal. Provide for emergency welfare services. Advise commander on civil defense plans and measures.	Advise local government: On civil defense planning. On sufficient shelters for population. On emergency supplies (food, water, medical supplies). Establish liaison with local U.S. representatives in area: On adequate warning system. On populace control. On recruiting and training of personnel. Provide assistance in shelter marking. Provide advice on proper welfare measures to be taken.	Implement all civil defense plans. Insure sufficient police are available to control traffic and panic. Educate population in use of protective measures in CBR attack. Assist in activation of all emergency and voluntary personnel, emergency welfare measures, and repair squads for vital facilities. Assist in implementing debris removal plan.	Same as "Occupied Friendly", plus: Establish decontaminating stations. Enforce all passive defense measures.
CIVIL INFORMATION	Advise commander on use of civil information to support military operations. Develop a community relations plan. Establish liaison with U.S. and host country military and civilian information agencies and media. Keep current information on political, economic, and sociological aspects of the area.	Establish working relationship with USIS, and with host country, international, and other civil information agencies. Advise and assist in establishing programs to: Explain U.S. presence in host country. Familiarize U.S. personnel with the customs and traditions of the host country. Win the respect of the people for the U.S. and the legally constituted host government positions.	Determine civil information policy of local government. Determine status of various information media capabilities. Plan and program for assistance to existing media facilities. Survey to assess the degree of acceptance of information being disseminated. Coordinate media protection measures used in country.	Assume control of and afford protection to all media. Suspend publications and broadcasts until resumption of operations is authorized by occupation policy. Inventory supplies of newsprint, radio, and television broadcasting equipment. Compile and maintain list of personnel engaged in media service. Establish coordination with censorship and intelligence units. Establish bulletin boards in each center of population for posting of proclamations.
CIVILIAN SUPPLY	Plan for relief supplies for immediate needs of populace. Determine availability of civilian supplies for military use. Acquire and distribute civilian supplies in accordance with policy and applicable law. Establish and maintain civilian supply records. Assure coordination of civilian and military transportation facilities for distribution of civilian supplies. Assure safeguarding of essential civilian supplies. Insure that civilian supplies reach their intended use and destination, and are not diverted into black market channels. Determine caloric requirements of population categories such as heavy workers, children, and nursing mothers. Conduct surveys of: Normal standards of living, including health and dietary factors. Agricultural and industrial patterns and effects of military operations on civilian supplies. Collection and distribution facilities handling essential supplies. Advise commander concerning all aspects of civilian supply.	Establish working relationship with host nation, USAID, and voluntary agency personnel who control civilian supplies. Coordinate movement of supplies from USAID and voluntary agency sources, utilizing military transportation if necessary. Coordinate with refugee control personnel to insure adequate supplies are available. Take measures to salvage captured supplies and turn them over to civilian authorities for use. Assist in providing security for movement of civilian supplies.	Prepare procedures and programs for the transition from military to civilian operation in the area. Plan and supervise food rationing or controlled distribution, as required. Assist in moving essential civilian supplies, particularly food and fuel, from surplus to deficit areas, as required. Requisition through normal supply channels for emergency civilian supplies not locally available. Recommend supplies to be made available from existing military stocks.	Same as "Occupied Friendly", plus: Secure control of all governmental and commercial supply facilities and personnel until they can be screened for acceptability.
DISPLACED PERSONS, REFUGEES, AND EVACUEES (DP, R&E)	Estimate in advance probable impact of DP, R&E on operations. Plan specific measures to control movement of DP, R&E and provide emergency relief. Assure that facilities are available to meet continuing needs of DP, R&E. Advise commander on DP, R&E situations. Coordinate with intelligence agencies for collection of information from the DP, R&E. Coordinate activities of all agencies responsible for providing relief to DP, R&E. Plan for evacuation of DP, R&E to rear areas when required. Plan for ultimate disposition of DP, R&E by return to their homes, resettlement, or repatriation.	In coordination with U.S. and host country agencies and officials, determine responsibility for handling DP, R&E, and specific measures required to provide emergency relief and control of movement. Advise host country and U.S. agencies and officials concerning military operations which will create DP, R&E problems and require support. Advise and assist host country and U.S. agencies and officials responsible for operation of DP, R&E camps and relief measures. Supervise and coordinate the actions of U.S. tactical forces in controlling DP, R&E. Insure that evacuation from tactical areas is coordinated with responsible agencies and officials. Support actions to return, resettle, or repatriate DP, R&E within established policy.	Establish and supervise the operation of temporary and semipermanent camps required to provide immediate emergency relief for R&DP; and prevent interference with operations. In coordination with friendly country officials, determine criteria for return or resettlement of DP, R&E. Plan for and support assumption of responsibility for DP, R&E by friendly government.	Same as "Occupied Friendly", except: Insure that intelligence screening of refugees is accomplished. Operate DP, R&E camps, as required. Resettle DP, R&E in accordance with U.S. policies and objectives. After officials are appointed and a government compatible with U.S. objectives and policy is established, assist civil government in assuming responsibility for refugees.
ECONOMICS AND COMMERCE	Determine availability of local resources for military and civilian use. Determine governmental structure as related to economics and commerce. Develop list of key industries. Determine economic controls being used. Establish liaison with government, university, and industry economists. Advise commander of the effect of military operations on production and prices. Conduct surveys of: Means of production Channels of distribution. Types & volume of commodities entering foreign trade. Location of industry and raw materials. Prices to include any commonly used indexes. Assistance programs.	Establish working relationship with USAID, Embassy, and host country and international economists. Evaluate effectiveness of monetary and fiscal policies and make recommendations when appropriate. Advise commanders of measures to be taken to control inflation. Conduct feasibility studies for establishment of new industry. Advise and assist in the establishment of programs in: Export expansion. Industrial expansion. Vocational training. Price stabilization. Implementation of economic assistance programs.	Plan and program for inputs necessary to get priority industries operating. Assure that industrial plants and machinery are protected. Assure that necessary raw materials can move to industry. Inventory raw materials and finished goods. Assist in establishing priorities to get industries operating. Assist in establishing or continuing price control and rationing programs as necessary. Recommend and program for necessary economic assistance. Assist in the prevention of unnecessary exploitation of economic resources.	Same as under "Occupied Friendly", plus: Take control of all economic and commerce offices. Screen government economic and commerce officials and restore those who are acceptable.
FOOD AND AGRICULTURE	Advise commander of effect of military operations on food and agricultural production and distribution. List key personnel involved in agriculture and food production. Determine structure of Ministry of Agriculture. Establish liaison with technical specialists working in food and agriculture. Conduct surveys of: Food and fiber production. Food and fiber requirements. Processing and storage facilities. Marketing system. Availability of credit. Agricultural education. Land tenure.	Establish working relationship with USAID, host country, and international agricultural personnel. Advise and assist in the establishment of programs in: Improvement in marketing. Livestock improvement. Crop improvement. Agricultural training. Demonstration farms. Improved irrigation. Use of fertilizer and pesticides. Assist in providing security for planting and harvesting of crops. Assure measures are taken to salvage captured food stocks.	Determine location of food deficit and surplus areas. Plan and program for necessary relief supplies. Estimate requirements for agricultural inputs from other areas. Assure measures are taken to insure earliest possible resumption of agricultural production. Assure adequate labor is available for planting and harvesting. Assure levels of breeding livestock and seeds are maintained. Assure soil and forest resources are protected.	Same as under "Occupied Friendly", plus: Take control of all governmental food and agricultural offices. Screen agricultural officials and restore those who are acceptable.
LABOR	Conduct surveys to determine: Manpower currently in communities by skills and age group. Unusual and current employment of above. Customary conditions of work, including tools, supervisory methods, and standards of compensation. Unusual labor requirements imposed by catastrophe, combat, local economic development, indigenous authorities, the enemy, and friendly military forces. Controls on pay and conditions of work imposed by governmental, quasi-governmental, and independent agencies. Structure of labor organizations; relationship to the government; political and social composition, strength and influence; nature of organization (craft or industrial). Methods, authority, and effectiveness of indigenous private and public employment exchanges. Advise: Commander and U.S. elements of availability of labor, appropriate compensation (including termination and other bonuses), conditions of employment, supervisory methods. Indigenous officials, other leaders, potential employees, and information media, as appropriate, of U.S. employment, actual or planned.	Assist local governments: In planning, establishing, manning, structuring, or administering, if needed, units of ministry of labor dealing with labor economics, apprenticeship, safety, employee-employer relations, union affairs, insurance, sex and age limitations and retirement. In planning, establishing, structuring, administering, if needed paramilitary work organizations.	Assist recognized local authorities in planning, establishing, structuring, manning, or administering indigenous labor resources. Recommend labor legislation, as appropriate. Assure U.S. compliance with Hague and Geneva Conventions.	Assist commander and direct local government in planning, establishing, structuring, manning, or administering indigenous labor resources. Promulgate labor legislation, as appropriate. Insure compliance with Hague and Geneva Conventions.
PROPERTY CONTROL	Determine classifications of property to be taken into custody, if required. Analyze civil laws pertaining to property. Formulate policy and procedures concerning custody and administration of property. Conduct survey to determine: Private property with potential military use. Government property with potential military use. Assure return of all property taken into custody to legal owners. Advise commander concerning all aspects of property control.	Advise host nation in establishment or revision of policy and procedures concerning custody and administration of property.	Advise, assist or implement establishment, reestablishment or revision of procedures concerning custody and administration of property.	Same as "Occupied Friendly" and: Screen key indigenous personnel for use in implementation of property control. Block and control all negotiable assets and resources of potential military use not contained in other functional areas.
PUBLIC ADMINISTRATION	Survey governmental organization at all levels. Survey lines of authority and influence having impact on political matters. Analyze effectiveness of existing agencies of government or social control. Study effectiveness of government officials and employees, and other community leaders. Negotiate to gain support or cooperation for U.S. forces.	Recommend to host nation the organization, functioning, staffing, and authority of agencies of government or social control at all levels of government. Advise on legislation, regulations, or policies based on the analysis of the society and the economy of the area. Participate on joint commissions, committees, or councils concerned with governmental affairs.	Supervise existing organs of government. Restore full control of government as soon as practicable to friendly officials. Issue such proclamations and notices as are authorized by higher headquarters upon initial entry into the area. Display appropriate U.S. or allied flags in public centers when practicable.	Same as "Occupied Friendly", plus: Remove persons who are inimical to the United States or who are not in sympathy with its policies and objectives, and secure appointment of leaders who will further desired programs. Temporarily appoint key officials after consultation with respected civilians of the area.

Functional area	All situations	Low intensity conflict types I and II	Mid and high intensity conflict	
			Occupied friendly	Occupied hostile
PUBLIC COMMUNICATIONS	Conduct surveys of: Organization and capability of postal services. Organization and capability of telecommunucation network. Radio and television facilties. Powers and functions of regulatory agencies. International Communication Agreements. Communication equipment and source of replacement parts. Maintenance capabilities. Availability of technical specialists. Electronic navigational systems. Determine minimum civilian requirements for control and security in conjunction with civil defense plans and/or natural disaster. Advise commander concerning all aspects of public communications.	Establish liaison with USAID and DOD agency responsible for U.S. military communications in the geographical area. Provide technical assistance or advice to host country in: Operation of the communication system. Technical training programs. Equipment modernization. System expansion. Maintenance programs. Postal operation. Protection of key facilities.	Coordinate transfer of civilian communication facilities required by military forces. Determine and obtain minimum essential communications for civilian use. Restore and rehabilitate damaged facilities. Coordinate the supply, procurement and allocation of critical materiels. Request protection of critical facilities. Coordinate return of facilities no longer required for military use. Assist in technical training programs.	Same as under "Occupied Friendly", plus: Assume full control of all civilian communications agencies. Seize and impound postal facilities, mail, stamps, and postal monies. Remove all officials and restore those screened and found acceptable.
PUBLIC EDUCATION	Develop list of leading educators. Screen all text materials to determine suitability. Determine structure of Ministry of Education. Advise commander of the effect of military operation on school systems. Establish liaison with educational leaders if possible. Conduct Surveys of: Existing educational facilities. Number and categories of educational personnel available.	Assist local government in: Constructing needed facilities. Improving existing facilities. Improving teaching materials. Training of teachers. Establish working relationship with representatives of other U.S. agencies in area.	Advise and assist in rehabilitation of buildings used for educational purposes. Determine amount of teaching material available. Assist in or, if required, screen and employ teachers. Formulate plans for financing schools.	Same as under "Occupied Friendly", plus: Close all schools. Plan phased reopening of schools. Screen all educational personnel for acceptability.
PUBLIC FINANCE	Determine structures and responsibilities of financial organization within governmental units. Determine organization and responsibilities of central bank. Develop list of commercial banks and financial institutions. List key financial personnel both from government and commercial world. Conduct surveys of: Revenue producing systems. Budgetary systems. Treasury operation. Monetary and fiscal policies. Banking regulatory policies. Money supply. Interest Rates.	Establish working relationship with other U.S. and host country agencies, and international organizations in country. Advise in establishment or revision of: Revenue producing systems. Budgetary systems. Treasury operations. Central banking operations. Commercial banking operations. Monetary and fiscal policies.	Determine status and/or need for currency for host country. Determine need for occupation currency: Determine need for MPC. Determine exchange rates between currencies in use. Assure security of financial institutions and assets. Advise, assist or implement establishment, reestablishment or revision of: Revenue producing systems. Budgetary systems. Treasury operation. Central Banking operations. Monetary and fiscal policies.	Same as "Occupied Friendly", and: Screen key financial personnel both from government and commercial world to determine those acceptable to United States and Allies for resumption of operations. Block and control assets of: Treasury. Central bank. Commercial banks. Other financial institutions. Prescribe monetary and fiscal policies; treasury operations; and other regulatory measures.
PUBLIC HEALTH	Survey civilian public health situation to include: Organization of public health services. Capabilities and distribution of medical personnel. Location and capabilities of medical facilities. Location and adequacy of medical supplies. Sanitary practices and location and adequacy of sanitation facilities. General status of health of populace. Environmental factors affecting public health. Sanitary state and adequacy of food and water. Status of veterinary services. Epidemiologic conditions. Estimate possible need for medical support and supplies from military resources for local populace. Estimate medical support facilities and supplies available for military use from local resources. Advise commander on all aspects of public health.	Establish liaison with host nation public health agencies and with other agencies, U.S., international or private (WHO, USAID, USIS, PANAM Sanitary Bureau, CARE, missionary agencies). Advise and assist host nation in effective organization and operation of public health service to include conservation and employment of all resources. Initiate, as required, a U.S.-sponsored public health program to supplement local efforts with particular reference to water purification, mass immunization and other medical and sanitary measures. Advise and assist in indigenous veterinary efforts particularly in predominantly agricultural environments. Provide emergency medical treatment for civilians. Assist host nation in training public health personnel.	Same as in "Low Intensity I and II", and: Assume temporary direction and control of local public health institutions, supplies and personnel as required. In nuclear environment plan for and execute required analysis of food and water supplies for contamination. Estimate impact of nuclear weapons casualties on indigenous public health resources and requirements for military supplement of resources. Plan for return of direction and control of public health administration to local officials as soon as practicable.	Same as in "Occupied Friendly", except: Assume direction and control of all public health organizations and facilities. Screen officials and other personnel of public health agencies for suitability and remove and replace them as required.
PUBLIC SAFETY	Advise commander on the status of public safety in the area of operations. Determine the organizational structure of the police agencies, fire protection services and penal system. Develop list of key personnel in police, fire protection and penal organizations. Analyze capabilities of police to maintain law and order in all situations. Advise commander on character of population with respect to obedience to law. Prepare plans and procedures to maintain or restore law and order during all civil emergencies. Conduct Surveys of police, fire, protection and penal agencies to determine: Degree of training. Status of equipment. Auxiliary forces available. Condition of facilities. Operational effectiveness.	Establish liaison with USAID, host country and other agencies concerned with public safety activities. Advise and assist in the development of programs to improve training, equipment facilities and operational effectiveness of police, fire protection and penal agencies. Assist in the development of auxiliary forces to support police agencies in the maintenance of public order. Develop contingency plans for military support of police agencies in keeping the public order.	Assist recognized local authorities to: Establish or reestablish police and fire protection agencies as necessary. Enforce all laws and ordinances after populace has been duly informed. Establish control over all penal installations; insure utilization of acceptable control personnel. Control circulation of civilian personnel. Establish measures to control arms and ammunition, i.e., sale, possession, registration and use. Develop plans and procedures for return of control to friendly country as soon as practicable.	Same as "Occupied Friendly", except: Collect and take into custody all arms and ammunition and other implements of war. Use military police or other tactical forces to staff police, fire protection and penal agencies as required. Keep commander informed of level of hostility within the local populace. Screen officials and other public safety personnel for suitability, and remove and replace them as required.
PUBLIC TRANSPORTATION	Survey organization, routes, and capacities of the transportation system. Analyze powers and functions of regulatory agencies. List key personnel involved in transportation. Conduct surveys of: Transportation equipment and source of replacement parts. Bulk fuel requirements and source. Maintenance capabilities. Minimum transportation requirements for civilian use. Key facilities in the transportation network, including port, rail, air, and highway. Advise commander on all aspects of public transportation.	Establish liaison with host country USAID, and other U.S. agency transportation personnel. Provide technical assistance and advice to host country in: Operation of the transportation system. Improvement in the training program. Equipment modernization. Improvement of maintenance facilities. Establishment of movement priority and movement control programs. Coordinate use of port terminal operations, both air and sea. Prepare plans and make recommendations for utilization of transport facilities for civil defense in the event of enemy attack or natural disaster.	Determine and recommend extent of operation of civilian transportation by military agencies. Assure provision of essential transportation facilities for civilian use and determine civilian facilities available for military use. Recommend and arrange for protection of key transportation facilities. Coordinate and assure the supply procurement, and allocation of critical materials. Recommend and request construction assistance in restoring or rehabilitating damaged facilities.	Same as in "Occupied Friendly", plus: Assume full control of all civilian transport agencies and functions. Screen all officials and restore those acceptable. Impound all records and files.
PUBLIC WELFARE	Conduct surveys to: Determine the extent of the welfare problem. Ascertain the number and condition of welfare facilities. Determine the amount of welfare supplies needed for emergency relief. Establish the number and location of civilian welfare organizations available. Establish the number presently on welfare rolls. Determine the population of the welfare institutions. Identify existing public welfare laws. Plan for use and distribution of welfare supplies from all sources. Advise commander on all aspects of public welfare.	Assist local government in analysis of public and private institutions for improvement of existing institutions or construction of new ones. Assist in screening local laws for suitability. Estimate requirements for public welfare. Plan for protection and evacuation of inhabitants of welfare institutions. Establish liaison with representatives of USAID and other agencies in the area.	Assist local government in: Rehabilitation of welfare facilities. Supervision of public and private welfare organizations. Establishment and supervision of emergency distribution points. Establishment of emergency centers for housing and feeding for indigenous civilians. Monitor activities to assure that: Local welfare laws applicable and are enforced. Local welfare institutions are adequately staffed.	Same as in "Occupied Friendly", plus: Take control of all welfare institutions both public and private. Screen welfare institutions to insure operating personnel are acceptable.
PUBLIC WORKS AND UTILITIES	Analyze powers and functions of regulatory agencies. List key management personnel. Conduct surveys of: Organization, capabilities and characteristics of public works and utilities. Power systems requirements and potential. Waste disposal systems. Water systems, requirements and potentials. Supply requirements and source. Advise commander on all aspects of public works and utilities.	Establish liaison with USAID. Provide technical assistance and advice to host country in: Operation of utilities. Technical training program. Modernization and expansion. Protection of key facilities. Prepare plans and make recommendations for providing minimal service, e.g., water, in the event of natural disaster or enemy attack.	Survey damage to essential facilities and recommend restoration priorities. Recommend extent of operation of civilian facilities by military agencies. Recommend allocations of utilities for civilian and military use. Request military supplies and materiels to assist in rehabilitation of public utilities. Assist in initial operation of facilities returned to civilian control. Provide minimum essential requirements from military sources during an emergency.	Same as "Occupied Friendly", plus: Remove all operating officials and restore those who are acceptable. Assume full control of all civilian public works and utilities.
RELIGIOUS RELATIONS	Advise commander on significance of religions and cultures of the area and of possible effect on military operations. Survey religious practices, structures, physical symbols and devices, hierarchies, and major personalities. Educate U.S. troops concerning local religious customs to reduce possibility of offending. Analyze, evaluate, and recommend solutions to potential religio-cultural problem areas. Maintain liaison with missionaries and local clergy. Provide liaison with religious groups and, as required, provide limited assistance to and participate in beneficial activities and charitable endeavors. Encourage religious freedom except where beliefs or practices threaten security of U.S. forces, or endanger the lives of participants. Develop areas of comparison and arbitration to lessen friction and hostility between opposed religious groups. Determine general restrictions on and permitted use of religious facilities in emergencies. Seek methods of compromise between religious dietary habits and the production and distribution of foodstuffs.	Emphasis is placed on advice to the host nation concerned in the areas of activity listed under "All Situations."	Within command policies, assist in restoration of religious facilities and worship. Assist in locating and returning religious funds and properties to the rightful ownership.	Same as "Occupied Friendly", plus: Formulate policy and issue civil affairs directives necessary to avert religio-cultural problems. Preserve essential freedom of religion; however, curb religious practices and beliefs which pose a security threat to U.S. forces; and remove religious leaders advocating such practices and beliefs. Issue directives on the use of religious facilities.
TRIBUNALS	Prepare legal studies concerning applicable U.S., host nation and international law. Prepare studies of organization and functioning of local judicial system and bar. As required, perform functions of CA unit staff judge advocate. Advise commander concerning all aspects of law affecting CA activities.	Establish liaison with host nation judiciary and bar; with other U.S. agencies as appropriate; and with international legal organizations. Recommend modifications concerning judiciary and court system. Advise and assist host nation in drafting of legislation necessary for establishment or reestablishment of stability in administration of justice.	Establish liaison with judiciary and bar and assist in establishing, or reestablishing, functioning judicial and professional systems. Advise and assist in the drafting of legislation for the improvement of judicial administration. Assist in planning and providing for security of all judicial records.	Review, analyze, evaluate, and recommend suspension, abrogation, modification, amendment or retention of current or proposed local law. Supervise the local judicial system and make appropriate changes as needed. Review and evaluate local judiciary to determine adequacy of judicial system. Establish supervision over local bar. Prepare or assist in preparation of enactments necessary to the enforcement of U.S. policy and international law. Establish and supervise the functioning of military government courts. Establish repositories and supervise existing repositories for legal documents.

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By Order of the Secretary of the Army:

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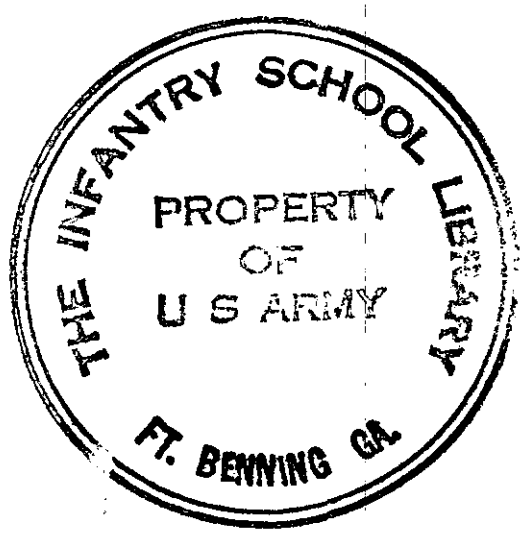
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